

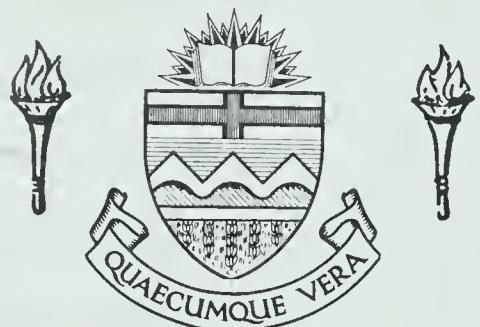
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A STUDY OF PARTICIPATION FOR
EDUCATIONAL CHANGE IN QUEBEC

by



FRANCIS HENRY BREAU

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
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The undersigned certify that they have read, and
recommend to the Faculty of Graduate Studies for acceptance, a
thesis entitled A STUDY OF PARTICIPATION FOR EDUCATION CHANGE IN
QUEBEC submitted by FRANCIS HENRY BREAU in partial fulfillment
of the requirements for the degree of Master of Education.



ABSTRACT

On many occasions since 1964, statements of policy regarding participation have been formulated by political leaders and Department of Education officials. The purpose of this study was to search the relevant evidence in order to find out whether or not participation occurred.

The general procedure was historical employing a variety of sources. The investigation examined two periods in Quebec's educational system: from Confederation to 1964, and from 1964 to 1968, with respect to the formulation and implementation of educational policies at the provincial and local levels.

Confederation to 1964. It was discovered that the formulation of educational policies did not take place through the collaboration of interest groups since the Catholic and Protestant groups operating independently through the Catholic or the Protestant Committees and prescriptions for implementation were incorporated in the policies.

Evidence of a new trend in Quebec education with respect to the participation through representation of interest groups appeared outside the educational system in the Tremblay Commission, 1953, and was popularized in the Parent Commission, 1961 to 1963.

From 1964 to 1968. At the provincial level, it was found that several advisory bodies to the Minister were formed: a Superior Council of Education created by law; and planning committees established by the expressed wish of the Minister.

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Evidence drawn from the composition and activities of these advisory bodies indicated that educational policies were formulated through the participation of Catholic and Protestant educational groups of the public and private sectors, through their representatives operating as a unified body, and their recommendations were taken into account by the Minister.

At the local level, no evidence was found to indicate that mechanisms of participation were established by the Minister for implementing policies. It was found, however, that the participation of the academic personnel was a necessary condition in the elaboration of plans for implementation. In effect, the Department of Education suggested a model, the Educational Workshop, comprising the academic personnel and an added dimension - the parents.

Evidence drawn from the plans elaborated for implementation indicated that the participating bodies were indeed made up of the academic personnel and parents in keeping with the Educational Workshop suggested by the Department, and the recommendations of these bodies were in fact taken into account by the school boards and the Minister.

The main conclusion reached as a result of this study was that participation has been effected throughout the educational system for the formulation of educational policies and plans for implementation; however, the policy of participation did not originate within the provincial educational system when the Department was created in 1964. In fact, participation in educational matters appeared outside the formal system as early as 1953 in the Tremblay Commission and was

popularized in the Parent Commission, 1961-63. In essence, the Minister merely formalized the policy and gave it definite form. As a result of the formation of a Department of Education and the policy regarding participation, the two groups, Catholic and Protestant, joined hands at the provincial level.

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The writer is indebted to a number of persons without whose help the study could not have been written.

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CHAPTER I

THE DEVELOPMENT OF THE STUDY

Democracy, today, is not at the top. It is as much a democracy of participation as a democracy of representation: the participation of individual citizens and groups in the management of matters concerning them is as important for the strength of our democracy as the holding of free elections or the sovereignty of parliament.¹

I. INTRODUCTION

Today, profound changes are arousing Quebec society and are transforming the behaviour of the population. Many of these changes converge toward a central point: the school and education.

Like the rest of the world, Quebec has felt the impact of technology, the expansion of knowledge, the population explosion and a sudden prolongation of school attendance. In such a world education faces problems, and contemporary education must attempt to meet the challenge. For Quebec, the outcome of this challenge was a design for a fundamental change in the educational system and its administrative structures brought about by "the government, with the church, prompted by the people"² in order to render the educational system more responsive to contemporary social and economic needs and adaptable enough to make continuous educational improvement feasible.

¹Paul Gérin-Lajoie, speech at Quebec City, Education Weekly, Vol. 1, No 18, September 11, 1964, p. 84.

²Joseph Rosaire Philippe Dupuis, "Quebec French Catholic System of Education" (unpublished M. Ed. dissertation, University of Alberta, 1965), p. 86.

In the First Report of the Minister of Education presented to the Honourable Paul Comptois, Lieutenant-Governor of the Province of Quebec, the Honourable Paul Gérin-Lajoie states: "With the creation of the Department of Education, education has become everybody's business."³ Translated in terms of a policy of participation, this approach was intended to be aimed at the democratization of education, and the participation of educators in the formulation of educational policies and in the elaboration of plans or projects for implementation. This new dimension necessitated a machinery for participation and coordination. Evidence of this orientation is found in the First Report of the Minister of Education:

The structure of the Department provides for organic collaboration in the development of educational policy on the part of teachers, administrators, and groups representing every sphere of social and economic activity.⁴

The above idea is repeated in different ways in one publication after another but always with the same conviction that the principal condition of success in the educational reform lies in the participation of individuals, of groups and of institutions in the elaboration of the plan for educational development and in the execution.

³ First Report of the Minister of Education (Quebec: Queen's Printer, April, 1965), p. 1.

⁴ Ibid., p. 21

II. PURPOSE OF THIS STUDY

General problem. On many occasions since 1964 statements of policy have been formulated by political leaders and Department of Education officials in Quebec favoring participation of individuals, groups and institutions in the elaboration and execution of plans for educational development. To what extent have such policies been implemented?

More specifically, and this is the object of this study, can we find evidence to indicate that the formulation of educational policies and plans for implementation have been effected through the collaboration of various interested groups? This general problem can be investigated in two historical periods, namely, Confederation to 1964, and the creation of the Department of Education on May 13, 1964 to 1968.

From Confederation to 1964, the purpose of the investigation is to point out briefly and by way of a summary form to what extent, if any, there is evidence to indicate that participation was an established policy in the Province of Quebec prior to the creation of the Department of Education in 1964. In essence, the study within this historical period is to provide a background so that the research may be viewed within some sort of a context.

From 1964 to 1968, the general problem can be broken down into the following questions.

Sub-problems. (1) To what extent, if any, have constitutional provisions been made for participation at the provincial and local

levels? If so, to what extent, if any, have these provisions been translated into mechanisms of participation?

(a) To what extent are the mechanisms of participation related to the formal structure, that is, the Minister of Education, the Department of Education, the school boards and the schools? What provisions are made for the coordination of these participating agencies at the provincial and local levels?

(b) From which groups within the population are the participants drawn? Are the members elected or appointed? By whom? In what ways are these members officially sanctioned?

(c) Do the members serve as individuals or as representatives of interest groups or associations?

(d) Who determines the terms of reference? How is the chairman chosen? How often do the members meet? Who sets the agenda?

(2) To what extent, if any, is there evidence to indicate that the recommendations of the participating members are translated into educational policies at the provincial level and plans for implementation at the local level?

III. DEFINITION OF TERMS

Participation. The term "participation" is defined with reference to the various organizations within Quebec society. It implies a form of collaboration by groups, agencies, or bodies in the preparation of educational policies and in the elaboration of plans or projects for implementation. The terms "democratic parti-

pation" or "organic collaboration" refer to the activities of the members once appointed to a participating body.

Democratization of education. The term "democratization of education" is used in the same sense as defined in the First Report of the Minister of Education, that is:

... to ensure for everyone the maximum education which he is capable of acquiring and which corresponds to his ability as well as his ambitions, without regard to his financial situation or his place of residence.⁵

Mechanisms of participation. The term "mechanism" (of participation) refers to groups or committees organized at the provincial and local levels for the purpose of providing consultation and dialogue in the formulation and/or implementation of educational policies. The term mechanism involves three components, namely, structure, composition, and operation.

Provincial level. The provincial level includes the following: the Minister of Education and his administrative department and the provincial advisory bodies.

Local level. The local level refers to an individual school (under the control of an elected or appointed school board) and its Educational Workshop.

Educator. The meaning of "educator" is used in the same context as understood in the Province of Quebec.

⁵ Ibid., p. 15

The term "educator" applies here to every person who, at some time or other, in his particular capacity, contributes to the process of educating children attending an elementary or secondary school. It applies to parents as well as to members of the academic personnel of the school.⁶

(The term "artisan" is also used in the Province of Quebec. The term refers to parents and teachers).

Academic personnel. This term is used to designate all those who, in a school (elementary or secondary), are engaged in an educational task properly speaking, whether it be the administrative and teaching personnel or the specialists employed in the educational services attached to a school.

Career educator. The term "career" or "professional" educator is used to designate all those who, in universities, in the Department of Education, or in schools, are engaged in educational tasks by the very nature of their educational training whereas the term "academic personnel" refers only to "career educators" engaged in elementary or secondary schools.

Mission. The term "mission" is often used in the Province of Quebec and in certain European countries. In essence, the term "mission" means a group of people composed of citizens and/or career educators whose function is to effect, at the point of action, the implementation of a policy of the Minister of Education or to provide

⁶ Province of Quebec, Educational Guidebook No 5., The Educational Workshop (Quebec: February, 1967), p. 13.

concrete solutions to problems that arise in a given area of education. In a sense, the members of a mission act as a task force.

Several missions were formed in Quebec from 1964 to 1968:

Regulation 1 Regional Mission, the Mission for Associate Status of Independent Schools, the Technical and Academic Junior College Mission, to name a few.

Educational Workshop. The term "educational workshop" is used in the same context as understood in the Province of Quebec. Educational Workshops are organizations of educators located in each individual school under the control of an elected or appointed school board.

The educational workshop is a form of participation which will enable educators themselves to prepare and implement projects relative to the reorganization of the teaching in their schools.⁷

Decentralization. By "decentralization" is meant the delegation of certain powers and responsibility in matters pertaining to education through statute law by the elected Legislature (central authority) to a regional or local authority (school boards). For example, the administration of secondary education is decentralized, to a degree, because certain important powers and responsibility have been delegated to the Regional School Boards as these powers are not directly exercised by the Ministry of Education.⁸

⁷ Ibid., p. 8.

⁸ Vide Gouvernement du Québec, Vocabulaire de l'éducation au Québec (Québec: le service d'information du ministère de l'Education, 1968), p. 16.

Deconcentration. "Deconcentration" means the setting up of regional or local services under the aegis of the central administration, that is, the Department of Education. "Deconcentration" is distinguished from "decentralization" in that the former does not imply any delegation of powers, but merely facilitates the decision at the point of action, be it local or regional, while the powers are retained by the central office. The Department of Education has deconcentrated its services by creating regional or district bureaus.⁹

Elementary education. Elementary education refers to schools (under the control of elected or appointed school boards) offering a Program of Studies from grades one to seven except for those schools that have implemented Section II of Regulation 1 whereby "the elementary course of study shall extend over six years".¹⁰

IV. NEED FOR THIS STUDY

In many ways, Quebec is like the other provinces in that it is trying to improve the total educational system to fill the needs of a rapidly changing society, but it is different in that, unlike the other provinces, the educational system has had a markedly different structure. This different structure is seen in the fact that, as late as 1964, there was a total of eleven school systems in

⁹ Ibid., p. 17.

¹⁰ Vide Appendix F.

the province, all varying in size and independent of each other.¹¹

Although much has been written about the contemporary ferment and change in the educational system in the Province of Quebec, there is very little literature and research material available that attempt to explore the type and the structure of participation (and the adopted mode of coordination) that are intended for the purpose of elaborating plans for educational development. In order to get to the heart of the problem, there is a need to understand not only "what" is happening and "why" this is so, but also "how" the reform is being brought about.

V. SIGNIFICANCE OF THIS STUDY

It becomes apparent following the review of the literature relating to participation that there is evidence to indicate that little study has been made in this field. On the subject of participation, Daniel Katz and Robert Kahn state, in part, that: "The involvement of the individual in a system so that he regards its goals as his own personal objectives has seen little study."¹² Again, on the subject of participation, the same authors make the following remarks:

Participation has become something of a shibboleth in our society and everything from consultative management

¹¹ Reported by Dr. Jean-Marie Joly at a series of lectures delivered at the University of Alberta, March, 1967.

¹² Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley & Sons, Inc., 1966), p. 380.

to group decision is therefore seen through rosy glasses.¹³ There are, of course, degrees and types of participation.

Some authors offer possible explanation for the need and significance of participation in the decisions of the organizations. One of these authors, Joseph A. Litterer, states that:

It [participation] does a number of important things. First, it elicits many ideas and information which perhaps will be unobtainable by any other means. Second, it gets the lower executives involved in the fundamental decisions of the organization. When a decision is finally made, these individuals are much likelier to accept it than if the decisions were handed down as an edict. Participation is also perhaps the most effective way to make sure that the policies of the organization are completely understood, not only in their letter but also in their intent.¹⁴

Words spoken in an address given by the Deputy Minister of Education of the Province of Quebec at the beginning of Education Week at Laval University on March 6, 1965, are evidence of intent of participation in the educational reform: "An educational policy must be the product of the broadest possible participation by the whole social environment."¹⁵

It will therefore be significant for this study to find evidence that explains the extent and the type or mode of participation that has been implemented in one Canadian province for the purpose of reorganizing its educational system. It will also be significant to discover the effectiveness of this approach in the

¹³ Ibid.

¹⁴ Joseph A. Litterer, The Analysis of Organizations (New York: John Wiley & Sons, Inc., 1965), pp. 390-391.

¹⁵ Education Weekly, Vol. 1, No 42, March 12, 1965, p. 206.

formulation of educational policies and plans for implementation. It should be noted that it is not the intent of this paper to discover how effective the policies themselves have been.

VI. DELIMITATIONS OF THIS STUDY

This study will examine two periods in Quebec's educational system: Confederation to 1964, and 1964 to 1968.

Confederation to 1964. For the purpose of determining the forms participation have taken within this period, the study will be delimited to the structure, composition and activities of (a) the committees and the commissions of the Catholic and the Protestant Committees of the Council of Public Instruction, and (b) the Commissions of Inquiry instituted by the Government, on the recommendations of the Catholic or the Protestant Committee, to study problems related to education.

From 1964 to 1968. The educational reform in the Province of Quebec has many varied facets ranging from kindergarten to university levels. This study will be delimited to those features of Quebec education that concern participation in the development of educational policies at the provincial level and plans for implementation at the local level for elementary education. Particular attention will be paid to the formally designated constitution as concerns participation, the structure and the activities of the participating bodies, and the extent to which these bodies relate to and coordinate with the formal structure.

(1) At the provincial level, the investigation of the study of participation will be delimited to a study of the following mechanisms of participation:

(a) The Planning Committee for Educational Development.

From 1964 to 1968, several Planning and Study Committees were inaugurated by the express wish of the Minister of Education. The Planning Committee for Educational Development was selected for two reasons. First, this Committee is deemed representative of the other consultative committees; and, second, this Committee was organized to act in an advisory capacity to the Minister of Education and submit recommendations to the latter through the Planning Directorate of the Department of Education concerning the development of elementary and secondary education.

(b) The Commission of Elementary Education. The Superior Council of Education Act established a Superior Council of Education (with two confessional committees and four educational commissions) as an advisory body to the Minister. The Commission of Elementary Education has been selected because it is deemed representative of the committees or commissions of the Superior Council, also, this Commission is responsible by law to make suggestions to the Minister through the Council with reference to elementary education.

The study of the development of educational policies will be delimited to the formulation of Regulation 1 policy of the Minister

of Education, a representative policy,¹⁶ to determine to what extent the recommendations of the participating members of the Planning Committee for Educational Development and of the Commission of Elementary Education have been translated into the official version of this policy.

(2) At the local level, the policy of participation will be delimited to the investigation of the following mechanisms of participation:

(a) The Regulation 1 Regional Missions.

(b) The Educational Workshop.

The development of a non-graded elementary school plan in two representative elementary schools under the control of elected school boards, the Protestant Elementary School of Saguenay Valley and l'Ecole élémentaire de St-Viateur, in keeping with the implementation of Section III of Regulation 1, will be used to illustrate to what extent the recommendations of the participating members of two representative Quebec Educational Workshops have been translated into the projects for implementation at the local level.

In order to fulfill the purpose of this study, it will be

¹⁶ From 1964 to 1967, four regulations were adopted by the Lieutenant-Governor-in-Council and promulgated by the Minister of Education. Regulation 1 has been chosen because its formulation through participation is representative of the other three regulations. Also, Regulation 1 concerns the reorganization of elementary (and secondary) education. Regulation 2 refers to official examinations; Regulation 3 concerns pre-university and professional (technical and vocational) education; Regulation 4 concerns teacher education and teaching licences.

necessary to include as many aspects as possible of Quebec education that relate to the problem in order to fully understand and appreciate the policy of participation.

Although it is obvious that no treatment can be complete without an historical background, this aspect of the study will be treated as briefly as is compatible with understanding. The emphasis is to be on the policy of participation that is said to have been adopted for the purpose of formulating policies and plans for educational improvement as it appears from observation and from reading official documents and recent publications, particularly those appearing since 1964. This date is selected because the Department of Education was created on May 13, 1964, with a Cabinet Minister as its chief administrative officer. With the creation of a Department of Education, it appears that for Quebec a new approach to the formulation of educational policies and plans for implementation has been developed.

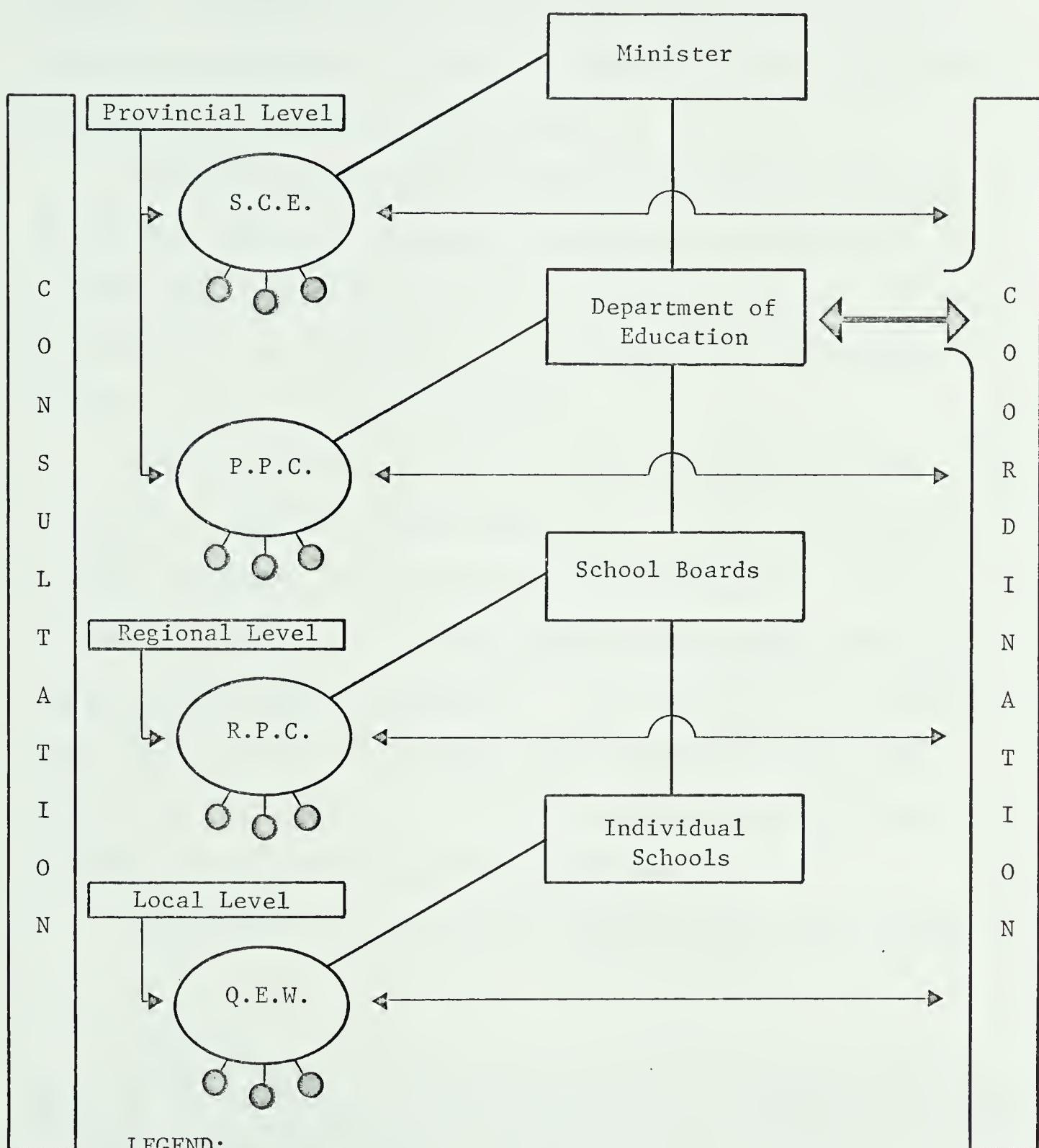
Chart 1, page 15, is a graphic representation of the structures of consultation and coordination on the provincial, regional (under regional or district school boards), and local levels. The chart is intended to indicate the areas of the delimitations of this study, that is, the provincial and local levels.

VII. LIMITATION OF THIS STUDY

The general procedure of this study was historical, employing a variety of sources. However, for reason of carrying out a manageable study, it was deemed impossible to investigate from primary sources the evolution of Quebec's educational system and the

CHART 1

THE STRUCTURES OF CONSULTATION AND COORDINATION



S.C.E. - Superior Council of Education
 P.P.C. - Provincial Planning Committees
 R.P.C. - Regional Planning Committees
 Q.E.W. - Quebec's Educational Workshops

○ - Participation

history of consultation and participation in the development of educational policies from Confederation to 1964. General works on Quebec's educational history by Laval University professors and reports of Commissions of Inquiry on Education provided the general background for this phase of the study.

The brief span of the investigation from 1964 to 1968 and the limited number of mechanisms of participation investigated at the provincial and local levels limit the generalizations that can be made about the new approach to the formulation of educational policies and plans for implementation.

The regional level consists of the regional school boards and its advisory regional planning committees. In fact, the regional planning committees received interim terms of reference from the Minister of Education in his White Paper on Development and Financing of Regional School Facilities.¹⁷ The exclusion of the regional level limits the conclusions which can be drawn from this study especially from the point of view of the structure, composition, and operation of the regional planning committees.

The minutes, available only in summary form, of the various

¹⁷ The terms of reference of the regional planning committees were: 1. the inventory of existing equipment; 2. the study of school populations; 3. the assessment of the needs to be filled; 4. location of schools within the regional school territory; 5. the construction program of the new buildings required: The Development of Regional School Facilities, Province of Quebec, Department of Education, Quebec, June 18, 1964.

meetings held at the provincial and local levels, provided certain data. Some data were secured through interviews with persons associated with the participating bodies. The interview approach has left unanswered a number of details relating to the study. Some additional information is based on the writer's personal experience. The writer of this study is aware that the reliance on a personal involvement in certain phases of this study for supportive data is not without limitation.

VIII. SOURCES OF DATA

The principal source of data and the reference material used in this study were: the statutes on education; the official documents of the Minister of Education; the official statements of the Minister and Deputy-Minister of Education; the official records of the Department of Education; the minutes of meetings held at the provincial and local levels; the annual reports of the Minister of Education; the annual reports of the Superior Council of Education; the report of the Royal Commission of Inquiry on Education in the Province of Quebec; publications by general historians on the evolution of Quebec's educational system; Education Weekly; interviews with Department of Education and Superior Council of Education officials associated with participating bodies; Joseph Rosaire Philippe Dupuis, "Quebec French Catholic System of Education", unpublished M. Ed. dissertation, University of Alberta, 1965; Douglas Lawrence Petherbridge, "Quebec Society and Culture", unpublished Ph.D. dissertation, University of Alberta, 1967. Each of these sources of data was chosen not only for the importance each

has attached to the question of the policy of participation, but for its information about Quebec's educational system in general.

The statutes on education, Regulations of the Minister of Education, and the official statements of the Minister and Deputy-Minister of Education were examined in order to find legal or official evidence of the policy of participation. The official documents of the Minister of Education were examined in order to find evidence of the interpretations of the policy of participation.

The annual reports of the Minister of Education and the annual reports of the Superior Council of Education elaborate on the extent of the official major changes which have occurred in the educational system since May 13, 1964. These publications also contain reports of the new trends in Quebec which concern the formulation of educational policies, the plans for implementation, and the mode of coordination.

The report of the Royal Commission of Inquiry on Education in the Province of Quebec, also known as the Parent Report or Parent Commission gives a series of recommendations that may serve as guidelines for the implementation of educational policies. This Royal Commission Report along with the works of general historians supplied the principal source of information concerning the history of Quebec's educational system and the evolution of the trend of participation in Quebec education from Confederation to 1964. These historical data were of particular interest in the answering of questions related to the general historical background.

Education Weekly is the semi-official bulletin of the Department of Education published by the Information Service of this Department. The original version of this bulletin is published in French under the title of Hebdo-Education. This publication serves as a vehicle to diffuse complete and accurate information on the policies and activities of the Department of Education. The value of this publication was pointed out by the Minister of Education:

A special effort is made to inform educational administrators and teachers concerning the Department's policies and activities. In addition to frequent meetings between representatives of the Department and persons employed in various educational capacities, a weekly bulletin Hebdo-Education and its English-language counterpart, Education Weekly, insure a constant liaison between them.¹⁸

The official records of the Department of Education and the minutes of meetings of the participating bodies are listed, classified, and compiled in dossier form in the Department of Education. These records were a valuable source of information with respect to memos, agendas, frequency of meetings, and copies of school board resolutions.

IX. ANALYSIS OF THE DATA

All the official records and the issues of the bulletins chosen were dated from May 13, 1964 to August 31, 1968. All the sources of information having a relation to the policy of participation and the formulation of policies and plans for implementation

¹⁸ First Report of the Minister of Education, p. 23.

at the provincial and local levels were noted in keeping with the delimitations of this study. Recorded facts and official declarations of this policy were of primary interest, but attention was also given to the structure, composition, and operation of the participating bodies in the formulation of policies at the provincial level and in the preparation of plans for implementation at the local level.

The data were collected and grouped according to the major areas of the questions suggested in the sub-problems in the following manner:

- (1) Data related to the history of participation prior to the creation of the Department of Education on May 13, 1964.
- (2) Data after May 13, 1964, related to the formally-designated statements as concerns participation.
- (3) Data related to the structure, composition, and operation of the participating bodies at the provincial and local levels since 1964.
- (4) Data related to the structures of coordination of the mechanisms of participation at the provincial and local levels since 1964.
- (5) Data related to the development of an educational policy (Regulation 1) at the provincial level since 1964.
- (6) Data related to the formulation of plans for implementation of Article 3 of Regulation 1 at the local level.

The sources of data were divided into three categories; primary, secondary, and tertiary. The primary sources consisted of

the formally designated statements relating to participation, the official documents of the Minister of Education, the official records of the Department of Education, and the minutes of the meetings of the participating agencies at the provincial and local levels.

The secondary sources consisted of the reports of the Minister of Education, the reports of the Superior Council of Education, and the Report of the Royal Commission of Inquiry on Education in the Province of Quebec. One secondary source, Education-Weekly, provided the semi-official information of the Department of Education including new policies, speeches and summaries of speeches of educational officials.

The published works by Laval University professors, Doctors Louis-Philippe Audet and Armand Gauthier, and the unpublished Ph.D. and M.Ed. dissertations by Petherbridge and Dupuis respectively were used as tertiary sources because they contain scholarly historical research on education in the Province of Quebec and, as such, provided a valuable source of information for a basic historical understanding which is deemed necessary for a study of this nature.

X. ORGANIZATION OF THE MATERIAL

Fundamental to the understanding of Quebec's educational reform through a policy of participation is a knowledge of (a) the history of Quebec's educational administrative structures and (b) the extent of participation in the formulation of educational policies and plans for implementation from Confederation to the creation of the Department of Education on May 13, 1964. For these reasons, Chapter II outlines in summary form the administrative

structures of Quebec's educational system to 1964, whereas Chapter III deals with the official provisions of participation and the extent to which these provisions were translated into concrete action to 1964. Generally speaking, Chapters II and III provide the findings of investigations which are deemed necessary as background material for the understanding of this study from 1964 to 1968. For this reason, the concluding sections of Chapters II and III summarize, respectively, to May 13, 1964, the findings of the nature and condition of the educational system, and the extent of consultation and participation in the formulation of educational policies and plans for implementation.

Chapter IV examines participation at the provincial level after 1964 from the point of view of the formally designated constitution as concerns participation and the extent to which these provisions have been translated into mechanisms of participation for the elaboration of educational policies. The data of the composition and the activities of two representative advisory agencies to the Minister, namely, the Planning Committee for Educational Development attached to the Department of Education and the Commission of Elementary Education of the Superior Council of Education, are examined, in keeping with the questions suggested under the sub-problems, to determine to what extent the various interest groups participate in these advisory groups. The development of a representative educational policy, Regulation 1, will be investigated for the purpose of discovering to what extent the recommendations of the members of these advisory groups have been translated into the

final form of the policy. The chapter includes the necessary graphic representation (with appropriate explanations) of the mechanisms of participation as they relate to and coordinate with the formal structure.

Chapter V investigates participation at the local level from the point of view of the extent of the legal or official provisions for participation and the extent to which these provisions have been translated into mechanisms for participation at this level. The composition and the activities of the mechanisms of participation, the Educational Workshops, in two representative elementary schools will be studied in order to find evidence to indicate to what extent the formulations of plans for implementation have been effected through the collaboration of various groups, and to determine to what extent the recommendations of the participating members have been taken into account.

Chapter VI consists of a summary and conclusion of this study, as well as those comments which it seemed necessary to make.

CHAPTER II

THE ADMINISTRATIVE STRUCTURES OF THE SCHOOL SYSTEM TO 1964

Any attempt to study human events or institutions requires that they be seen within some sort of context. Of course, the greater the understanding of the general context, the greater will be the understanding of the particular event or institution to be studied.¹⁹

Indeed, Quebec education is a complicated and complex thing to comprehend. For that reason, a knowledge of the history of Quebec's administrative structures in education would provide a basic setting for the understanding of participation in Quebec education from 1964 to 1968.

The purpose of this chapter is to investigate the administrative structures of Quebec education from Confederation to May 13, 1964. However, in this study concerning Quebec, it is not possible to deal in detail with the evolution of the administrative structures in education not only because of the complexities of the structures, but also because of the very nature of Quebec education, as Althouse has pointed out in the first series of lectures delivered under the Quance Lectures in Canadian Education:

One of the reasons for our frequent bewilderment at the administrative structure of public education is that it is a growth rather than a building. It has seldom been

¹⁹ Joseph Rosaire Philippe Dupuis, "Quebec French Catholic System of Education", unpublished M.Ed. dissertation, University of Alberta, 1965, p. 10.

fabricated wholly according to plan. It has emerged from the needs and thoughts of the past, and these condition its present usefulness.²⁰

Consequently, this chapter will be delimited to a description in historical outlines of the main highlights of the administrative structures of Quebec's educational system to May 13, 1964, with an emphasis on a summary form. Several sources were employed in order to acquire the necessary historical background.²¹ This approach, of course, demands simplification which involves many gaps. The risk must be run. The concluding remarks of this chapter will attempt to summarize the conditions of Quebec's educational system to May 13, 1964.

I. STRUCTURE THROUGH STATUTE LAW

Many agencies claim a share in education. Of these, the state, the parent, and the Church have been considered to be the main agencies. In Quebec, like the other provinces, the state received its rights and powers in matters pertaining to education in virtue of the Canadian constitution of 1867, and since this province

²⁰ J.G. Althouse, Structure and Aims of Canadian Education (Toronto: W.J. Gage and Company Limited, 1949), p. 19

²¹ The main sources of information were gathered from the following reference materials:

Report of the Royal Commission of Inquiry on Education in the Province of Quebec (Quebec: Queen's Printer, 1963), Part 1, pp. 1-56.

Armand Gauthier, Esquisse historique de l'évolution du système scolaire de la Province de Québec (Québec: Les Presses de l'Université Laval, 1965), pp. 1-136.

L.P. Audet and A. Gauthier, Le système scolaire du Québec (Montréal: Librairie Beauchemin Limitée, 1967), pp. 3-174.

had an educational system already in existence at the time of Confederation, the province thereby assumed full legal responsibility for education.

With respect to parents, the greatest part of the school legislation springs from the basic principle of the fundamental rights of parents regarding the education of their children.

This fact is substantiated in the preamble of the Education Act:

Whereas every child is entitled to the advantage of a system of education conductive to the full development of his personality;
 Whereas parents have the right to choose the institutions which, according to their convictions, ensure the greatest respect for the rights of their children;
 Whereas persons and groups are entitled to establish autonomous educational institutions and, subject to the requirements of the common welfare, to avail themselves of the administrative and financial means necessary for the pursuit of their ends...²²

Although the Education Act divides responsibilities for public instruction between the central power and local authority, no obstacle was placed in the way of those who wished to open private or independent schools outside the jurisdiction of both school commission and central authority. In this indirect way, "the Act gives a generous place to the churches for the fulfillment of the educational duties incumbent upon them."²³

²² Education Act, Rev. Stat. Quebec, 1941, c. 59, preamble. The Revised Statutes will subsequently be referred to in this paper as R.S.Q.

²³ Report of the Royal Commission of Inquiry on Education in the Province of Quebec (Quebec: Queen's Printer, 1963), Part 1, p. 27. It should be noted that henceforth this report will be referred to as Parent Report.

In fact, in Quebec, prior to 1964, there existed no education act that applied to the whole system. There was no law governing all the elementary and secondary schools nor was there any provision made to insure coordination among the various systems.

II. HISTORICAL OUTLINE OF ADMINISTRATIVE STRUCTURES

When Confederation was achieved, Quebec had its Minister of Education. This portfolio was abolished in the legislation of 1875 which conferred most of the Minister's erstwhile powers upon the Council of Public Instruction and to the Superintendent who was henceforth to preside over the Council. During the same year, an act was passed giving Roman Catholic Bishops the right to become, ex officio, members of the Council of Public Instruction. However, this Council has had almost no existence except a juridicial one. This is amply substantiated by the fact that the Council did not hold a meeting for a period of fifty-two years from 1908 to 1960.

The Council operated through its two autonomous committees, namely, the Catholic Committee and the Protestant Committee.²⁴ In this manner the respect for the Protestant minority reached even

²⁴ The Council was formed as follows: (a) all the Roman Catholic Bishops exercising administrative jurisdiction in the province constituted one-third of the membership; (b) another third was drawn from the Catholic laymen of the province; and (c) one third was drawn from the Protestant population. The first two groups constituted the Catholic Committee and sat together under the presidency of the superintendent; the last third constituted the Protestant Committee, which met independently and had the same powers as the Catholic group.

the function of the state in education.²⁵ Thus, from 1875 to 1964, Catholic and Protestant elements developed independently one of the other as a result of their complete autonomy in their respective educational fields. This separation grew even more rigid and extended from local school boards to the highest level of provincial school administration.

For Protestants and English-speaking Roman Catholics secondary education was given largely through public schools under the control of school boards while for French-speaking Roman Catholics the classical colleges, all independent institutions operated by the clergy, took almost the entire responsibility for education at this level.

In a sense, all the educational institutions of Quebec and the persons involved in educational activities may be classified as belonging to the 'public' and the 'private' sectors.

Public sector. The 'public' sector of education is principally made up of schools, described as public schools, established and maintained by school corporations whose elected or appointed members²⁶ are called commissioners or trustees under the Education Act (R.S.Q. 1941, Chapter 59).

²⁵ Since the Committees of the Council replaced a ministry in many ways, and since they represented a state function, most of their acts had to be sanctioned by the Cabinet.

²⁶ In Quebec, selections of school board members is by popular vote except for the Roman Catholic and Protestant School Boards of Montreal, and the Roman Catholic School Commission of Quebec City.

Also included in the 'public' sector is a number of public schools known as government schools (*le réseau gouvernemental*). The establishment of technical schools in 1907 in Montreal and Quebec City can be considered as an effort to expand the educational services in order to prepare specialized workers to meet the new needs of an evolving society. Similar public schools were opened throughout the province in the ensuing years. Each of these public schools was administered by a corporation and a local council²⁷ and put under the jurisdiction of the provincial Secretary of State rather than under the Department of Public Instruction. On the Protestant side, the Protestant Committee of the Council of Public Instruction encouraged the extension of technical training in its high school programs, with special emphasis in its "comprehensive" high schools.

To complete the picture of the educational system of the 'public' sector it is necessary to make mention of other governmental departments that entered into the field of education through a series of special acts: the Ministry of Family and Social Welfare;

²⁷ A corporation and a local council was established by law for each technical institution. The number of delegates of a corporation was also established by law for each technical school. The number of delegates varied with the establishment of each technical school. The Lieutenant-Governor-in-Council appointed a certain number of the delegates of a corporation and bodies (City Council, Board of Trade, Chamber of Commerce...) appointed the remaining delegates. The names of the bodies delegating members to the corporation were specified in the law. The Lieutenant-Governor-in-Council appointed the principal of the school. The local council was composed of the principal and all the members of the teaching personnel. The principal presided over the Council. (Stat. Quebec, 1907, Edward VII, c. 25, s. 20).

the Ministry of Labour; the Ministry of Agriculture; the Ministry of Game and Fisheries; the Ministry of Lands and Forests; the Ministry of Youth.

Private sector. As concerns the 'private' sector no major obstacles were placed in the way of those who wished to open private or independent schools outside the jurisdiction of both school commission and central authority. The only protective legislation that existed was contained in Article 19 of the Education Act which required official notice to the Superintendent²⁸ and a medical examination of teachers in such institutions. Consequently, the 'private' sector included a considerable proportion of French-speaking Roman Catholics at the elementary and secondary levels. For English-speaking Roman Catholics and non-Roman Catholics, the number of private or independent elementary and secondary schools was not comparable to the 'public' sector as a whole. It is to be noted that a number of these private schools were non-confessional.

To complete the picture of the 'private' sector at the secondary level, mention must be made of some three hundred schools which may generally be described as vocational. Of these, a little over one hundred were business schools or commercial colleges. The

²⁸ According to the Education Act, no person, except a minister of religion or a member of a corporation created for educational purposes, may open or direct an independent or private school without having previously filed a declaration to that effect with the Superintendent of Public Instruction... (R.S.Q. 1941, c. 59, s. 19).

remaining two hundred were strictly vocational (trade) schools of various kinds.

New policies. The first fundamental change in educational structures was introduced in July, 1961, when the Minister of Youth became the minister responsible for education with certain jurisdiction²⁹ over the Department of Public Instruction and a number of government schools which, until then, had come under the authority of the Provincial Secretary. In addition, many of the powers exercised by the Superintendent of Education in the field of administration and finances were transferred to the Minister of Youth. This change represented a considerable step in the direction of unification and coordination of the educational system.

In the spring of 1961, the Government adopted a number of laws which have been termed the Magna Carta of education. The main characteristic of the Magna Carta was the recognition, for the first time, by Quebec laws pertaining to education, of the absolute right of every child, independently of any consideration as to his financial means, to receive the education best suited to his aptitude. To make this principle effective, the Magna Carta aimed to guarantee free access to education not only financially, but also geographically. For the same purpose it codified the financial assistance of government to educational institutions and pursued, on a practical basis, the scope of secondary education by obliging the school

²⁹ In July 1961, the Minister of Youth became responsible for educational finance and school construction.

boards to provide instruction to the eleventh year; it established free tuition in schools operated by school boards of the Department of Youth as well as partly-free education through independent institutions in the secondary education field; it provided student allowances of \$10 per month for children of sixteen and seventeen years who continued their studies; it extended the system of bursary loans to a large number of students who did not receive the benefit of free tuition; it provided financial assistance to independent institutions; it established a system of bursaries to allow teachers to improve their professional qualifications; it raised to fifteen years the age of compulsory school attendance; and, finally, the charter recognized more clearly than before the rights of parents by granting to the father and mother of a student under eighteen years of age the right to vote at school board elections where, formerly, this right was reserved to property owners only. Thus, it can be said that this legislation constituted an important stage in the extension of educational opportunity.

In April, 1963, Volume I of the Parent Commission, The Structure of the Educational System at the Provincial Level, was submitted to the Government of Quebec. In this report the Commission made thirty-three recommendations, the first three of which were submitted as requirements for an effective contemporary educational policy:

- (1) We recommend the appointment of a Minister of Education, whose function shall be to promote and coordinate educational services at all levels, including the private and public sectors.

(2) We recommend the creation of a Superior Council of Education whose function shall be to advise the Minister.

(3) We recommend that the Superior Council of Education act as a unified body.³⁰

Bill 60. On June 26, 1963, a bill known as Bill 60, was introduced to the Legislative Assembly. In essence, this bill sought the enactment of the first three recommendations of the Parent Commission. By an act assented to on March 19, 1964, and proclaimed on May 13, 1964, the Department of Youth merged with the Department of Public Instruction to form one department, the Department of Education, under a chief administrative officer, the Minister of Education, responsible to the elected Legislative Assembly. At the same time, a Superior Council of Education was established whose function is to advise the Minister of Education in matters concerning education.

III. CONCLUDING REMARKS

Chart 2, page 35, represents in a general way the school systems in the public and private sectors that existed in the Province of Quebec prior to the creation of the Department of Education on May 13, 1964.

The above resume, with the graphic representation of Chart 2, makes evident both the complexity and the ambiguities of the Quebec school system to 1964. It would require extensive research

³⁰Parent Report, Vol. 1, p. 86.

to fully search out the maze of separate Acts and their subsequent amendments as well as the corresponding administrative structures of the various systems, as the Quebec education system has evolved.

Indeed, as Althouse has so aptly pointed out: "Relics of the past are embedded in statute, regulation, and procedure, and often constitute an incongruous background for forward-looking policies."³¹

³¹J.G. Althouse, op. cit., p. 19.

CHART 2
SCHOOL SYSTEMS IN QUEBEC TO MAY 13, 1964

PUBLIC SECTOR

Department of Public Instruction	
Catholic Committee	R.C. Schools - F/E - (c) and (*). Ecole et Instituts Familiaux - (c).
Protestant Committee	Protestant Schools - (c) and (*).
Ministry of Youth	Technical and Vocational Schools - (nc).
Ministry of Labour	Apprenticeship Schools - (nc).
Ministry of Family and Social Welfare	The Youth Protection Schools - (c).
Ministry of Agriculture	Dairy and Agricultural Schools - (c).
Ministry of Games and Fisheries	School of Fisheries - (nc).
Ministry of Lands and Forests	Schools of Lands and Forests - (nc).

PRIVATE SECTOR

Independent Schools	Elementary Schools - F/E - (c) and (nc). Secondary Schools - F/E - (c) and (nc).
Ministry of Youth	Private Vocational Schools - (c) and (nc).

- (F/E) French or English.
- (c) refers to confessional schools.
- (nc) refers to non-confessional schools.
- (*) refers to schools under the control of elected or appointed school boards.

CHAPTER III

PARTICIPATION IN QUEBEC EDUCATION TO 1964

Education is a human function, and in human relationships is its success or failure.³²

To what extent is there evidence to indicate that participation was an established policy in education in the Province of Quebec prior to the creation of the Department of Education in 1964? Reference to the delimitations of this study and to the summary of the administrative structures of the Quebec school system to 1964 clearly indicates that it is not the author's purpose to make a complete and methodical survey of the situation to 1964. Consequently, the purpose of this chapter is to point out briefly and by way of a summary form certain outstanding facts which will indicate the extent to which participation in education had developed in the province and to perceive some of the forms participation had taken to 1964.

By necessity, the above procedure implies simplification, and the writer is aware of the subsequent dangers. The method will consist of a survey of the mechanisms of participation in the 'public sector' under the Education Act³³ as it relates to the following: the Catholic and the Protestant Committees; and the Commissions of Inquiry.

³²G. Emmett Carter, The Catholic Public Schools of Quebec (Toronto and Montreal: W.J. Gage Limited, 1957), p. 25

³³Education Act, R.S.Q. 1941, c. 59.

The formation of the principal educational groups³⁴ will be reviewed to provide an historical background deemed necessary for understanding. Secondary sources of information were used for additional reference material. The chapter will conclude with comments on the nature and the condition of participation to 1964.

I. THE FORMATION OF EDUCATIONAL GROUPS

Teachers associations. On the Protestant side, the Provincial Association of Protestant Teachers (P.A.P.T.) was founded as early as 1864. Some seventy years later, towards 1935, a number of Protestant High School Principals founded the High School Principals' Association.³⁵ This association eventually admitted to its ranks elementary school principals and locally appointed superintendents of schools. The association came to be known as the Quebec Association of Protestant School Administrators (Q.A.P.S.A.).

Some preliminary interest towards group organization began to appear, especially in the 1940's, among the Roman Catholic population. It is in this period that the Corporation des Instituteurs et Institutrices Catholiques du Québec (C.I.C.), was organized.³⁶ A few years later the English Catholic Teachers' Federation was

³⁴ The formation of the following groups will be examined: teachers' associations; school boards' association; parents' associations.

³⁵ Superior Council of Education, Annual Report 1964/65, Participation in Educational Planning (Quebec Queen's Printer, March 1966), p. 9.

³⁶ Ibid., p. 10.

formed; this latter group became officially recognized in the early 1960's under the name of Provincial Association of Catholic Teachers (P.A.C.T.).

School boards' associations. In the late 1930's, the Protestant school commissioners outside the City of Montreal founded an association which later came to be known as the Quebec Association of Protestant School Boards (Q.A.P.S.B.).³⁷

On the Roman Catholic side, the school commissions also founded their federation a few years later, in the early 1940's.³⁸ This association came to be known as the Fédération des Commissions Scolaires Catholiques du Québec (F.C.S.C.).

Parents' associations. Among the Protestants several associations were founded about 1940. The 1964/65 Annual Report of the Superior Council of Education offers a plausible explanation for the establishment of these associations: "As the number of Protestant proprietors in certain areas was extremely restricted, parents decided that they could contribute to the progress of education by forming parent-teacher associations."³⁹

Among the French-speaking Roman Catholic groups, the first parent-teacher associations also appeared in 1940. These associations

³⁷ Ibid., p. 9.

³⁸ Ibid.

³⁹ Ibid.

came together in a federation known as the Federation of Catholic Parent-Teacher Associations of Quebec. The English-speaking Roman Catholic parents seemingly encountered some difficulties in organizing parents' groups. Canon Carter offers some explanation for the apparent difficulties:

...but it is not always easy to bring parents together into an effective organization. Groups spring up where particular problems are encountered, but they tend to disintegrate once the immediate needs have been met. The difficulty of organizing and conducting a parents' group or a parent-teacher group is proverbial. For a minority such organizations are, however, essential. Several parishes in Montreal have such groups, and there are a number elsewhere in the province.⁴⁰

II. PARTICIPATION IN THE CATHOLIC AND THE PROTESTANT COMMITTEES

There is evidence to indicate that official provisions for participation were included in the Statutes on Education prior to 1964: "The Council and either committee may hold or cause to be held inquiries into all questions concerning education which come under their jurisdiction."⁴¹ The Education Act further extends to the Catholic and the Protestant Committees provisions for participation:

The Council and each committee may appoint subcommittees, or one or more delegates, for the examination of all matters within their jurisdiction. Every such subcommittee or

⁴⁰ G. Emmett Carter, op. cit., pp. 96-97.

⁴¹ Education Act, R.S.Q. 1925, c. 133, s.43.

delegate shall report its proceedings to the Council or to the committee which appointed it.⁴²

The Council of Public Instruction through its Catholic or Protestant Committee which met four times a year as required by law controlled courses of study, teacher training and qualifications, textbooks, official examinations, and a number of other important matters which had been confined to these Committees since their inception.⁴³

The Catholic Committee operated usually through appointed commissions,⁴⁴ sub-commissions and sub-committees. By way of co-ordination, the presence of the Superintendent and of one of the secretaries of the Catholic Committee on almost all the commissions, sub-commissions and sub-committees represented an effort to effect the necessary connection link between the various elements in the system.

Like the Roman Catholic, the Protestant Committee of the Council of Education entrusted its work to sub-committees,⁴⁵ standing sub-committees and 'ad hoc' sub-committees. The presence of the

⁴² Education Act, R.S.Q. 1925, c. 133, s. 44.

⁴³ Education Act, R.S.Q. 1941, c. 59, s. 1.

⁴⁴ These Commissions were: Coordination and Examination, Programs and Textbooks, Finance and Legislation, the Order of Scholastic Merit, Normal Schools, and Schools of Home Economics. The use of the word 'commission' was perhaps unfortunate since it created ambiguity with the local commission or school board.

⁴⁵ These Sub-Committees were: Education, Finance and Grants, Teacher Education, Legislative, the Order of Scholastic Merit, Technical Education, Executive.

Director of Protestant Education and one of the secretaries of the Protestant Committee on almost all the sub-committees and standing sub-committees provided an effort to effect coordination.

Chart 3, page 42, is a structural diagram of the levels of authority in the Catholic and the Protestant Committees and the forms of participation in the respective confessional committees to May 13, 1964. It is to be noted that the mechanisms of participation under the Catholic Committee operated independently of those under the Protestant Committee.

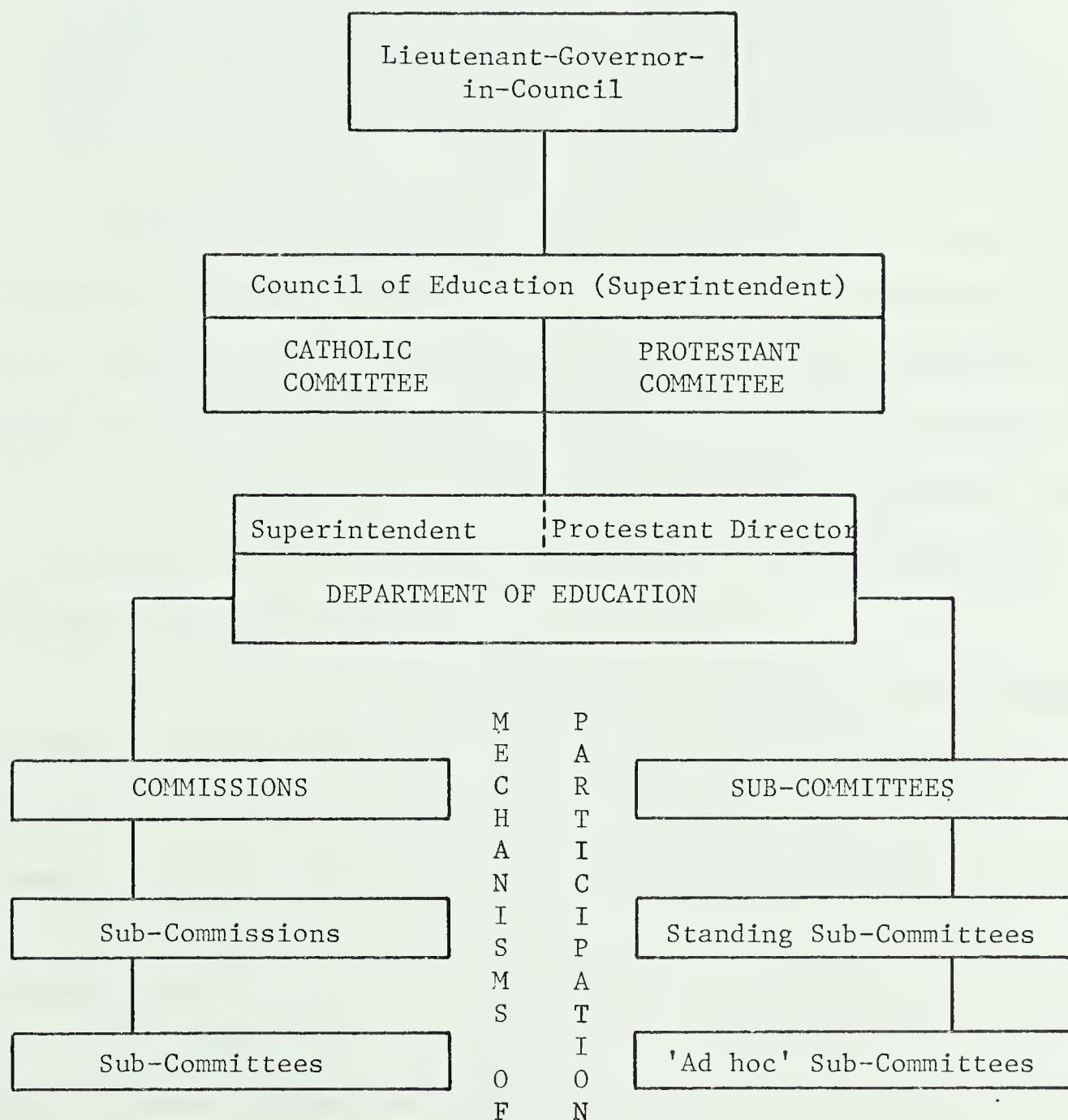
The Catholic Committee. The commissions, sub-commissions and committees and its members were always appointed by the Catholic Committee. The commissions had a permanent status while the sub-commissions and committees were temporary in nature. As a general rule, the members of these groups were appointed as individuals and not through any recognized associations and the members were recruited entirely from professional educators within the educational system.

The terms of reference, the chairman and the secretaries of the commissions, sub-commissions and committees were determined by the Catholic Committee. The agendas were usually prepared by the secretaries of the respective groups. The frequency of the meetings of these groups varied as the needs arose.

It is difficult to determine to what extent the recommendations of the participating members of the various groups were translated into educational policies. With respect to participation

CHART 3

LEVELS OF AUTHORITY IN THE CATHOLIC AND PROTESTANT COMMITTEES
AND THE FORMS OF PARTICIPATION IN THE COMMITTEES TO MAY 13, 1964



Nor it is unusual for the Catholic Committee to appoint sub-commissions, reaching thus right into the ground roots of education and permitting the teaching personnel at all levels to participate in the planning and organizing of the whole educational edifice.⁴⁶

However, the Parent Commission makes the following comments on the complex mechanism involved in the commissions, sub-commissions and sub-committees of the Catholic Committee:

In all three of its categories, this complex mechanism creates at least 575 positions, as official parts of the whole... But any question, while it is under consideration, must pass through such a variety of stages that the responsibility of those who have shared in discussing it is obliterated.⁴⁷

The Protestant Committee. The sub-committees were permanent whereas the standing sub-committees and the 'ad hoc' sub-committees were temporary. The composition and operation of these groups were similar to those of the Catholic Committee. However, the number of special sub-committees was never great at any time as compared to the sub-committees under the Catholic Committee. In 1960, there were only seven sub-committees.⁴⁸

It has been said on many occasions that the Protestant elements have had an earlier history of participation on the Protestant Committee as compared to the Catholic. The first report of the Superior Council of Education records the following remarks:

⁴⁶ G. Emmett Carter, loc. cit.

⁴⁷ Parent Report, Vol. 1, p. 40.

⁴⁸ Ibid., p. 41

Interest was manifested earlier and more clearly in Anglo-Protestant circles than in French-Catholic circles. For example, the Provincial Association of Protestant Teachers, founded as early as 1864, included in its ranks during its early years a goodly number of persons actively engaged in the sphere of education. In addition to teachers of the public school system, it counted among its members professors and principals of the English-language universities, school commissions and members of the Protestant Committee (judges, business men, etc.). From 1885 on, this Association had the right to name a representative on the Protestant Committee.

On the Protestant side too, teachers have also taken part in the development of the courses of study either through the committees of the Provincial Association of Protestant Teachers or directly with the officials of the Department of Education. They have always been represented in the educational sub-committee of the Protestant Committee which approved the adoption of all courses of study and textbooks.⁴⁹

III. COMMISSIONS OF INQUIRY

On several occasions the Government of Quebec, on the recommendations of the Catholic or the Protestant Committee of the Council of Public Instruction, instituted commissions of inquiry to study problems related to education. The terms of reference (determined by the Government) of these commissions have varied, some being directed to a specific problem, others directed to broader aspects of education. The following commissions of inquiry have been recorded by Louis-Philippe Audet and Armand Gauthier to 1964:⁵⁰ Commission Lomer Gouin (1924); Commission Lomer Gouin (1926); the W.A.F. Hepburn Commission (1937); the sub-committee of Coordination (1951); the

⁴⁹ Superior Council of Education, Annual Report 1964/65, p. 9

⁵⁰ Louis-Philippe Audet and Armand Gauthier, op. cit., pp. 70-71. Vide Appendix A for the terms of reference of and general information about the various commissions of inquiry to 1964.

Royal Commission of Inquiry on Constitutional Problems (known as the Tremblay Commission) (1953); the Royal Commission of Inquiry on Education in the Province of Quebec (known as the Parent Commission) (1961). The Parent Commission received a unique mandate in that this Commission was to cover all aspects of education in Quebec. A few months before the Parent Commission was instituted the Government had created two study committees: the Study Committee on Technical and Vocational Education (1961) and a Study Committee on Agricultural Education (1961). A number of lesser committees were eventually added to study the problems of adult education, physical education, and so on.

Of the six commissions of inquiry that were established by the Government from 1924 to 1961, only the 1961 Parent Commission received a term of reference which was submitted to a nine-member team appointed by the Government of Quebec. The staff of the commission was also appointed by the Government. The terms of reference of the other commissions were submitted to one appointed person only.

No commissions of inquiry established mechanisms of participation with a defined structure; however, in 1953, the Tremblay Commission, and, in 1961, the Parent Commission established procedures of work which permitted individuals and representatives of organized bodies to submit briefs and recommendations. Of these organized groups, school board associations, teachers' and administrators' associations, and parents' groups presented several briefs.

The recommendations of the 1937 W.A.F. Hepburn Commission of Inquiry on all aspects of the Protestant sector led to the formation

of Central School Boards established by law. Of the 576 recommendations submitted by the Parent Commission, it is said that, by 1968, at least two-thirds of the recommendations of this Commission had been incorporated in the Revised Statutes on Education and in the regulations of the Minister of Education.

IV. CONCLUDING REMARKS

The above summary, however brief, permits the making of certain generalizations on the trends in participation in educational matters by career educators, parents, and other interest groups to 1964.

Firstly, the formation of several educational groups had its beginnings in the 1940's as evidenced by the formation of Protestant school board associations, Protestant parents' groups, Catholic teachers' associations, Catholic school boards' associations, and Catholic parents' groups.

Secondly, it can be said that interest was manifested earlier by the Protestant career educators than the Roman Catholics as evidenced by the formation of the Provincial Association of Protestant Teachers as early as 1864. Also, as early as 1885, the Protestant Association of Teachers had the right to name a representative on the Protestant Committee. The Provincial Association of Protestant Teachers participated in the development of educational policies through its representation on the various sub-committees of the Protestant Committee.

Thirdly, participation in the formulation of educational policies was not an established policy as evidenced by the composition

of the commissions, committees, and sub-committees of the Catholic and Protestant Committees whereby the members were generally appointed directly and not through any associations and whose activities were greatly directed by the respective confessional committees. Also the formation of mechanisms by the Catholic and the Protestant Committees for the elaboration of educational policies did not eliminate the separation of the two ethnic and religious groups, French Catholic and English Protestant, as evidenced by the constitutional structure in Quebec's educational system.

Fourthly, there is no evidence to indicate that plans for implementation were effected through the collaboration of the academic personnel or other groups at the local level. It must be assumed that prescriptions for implementation were included in the policies.

Finally, as late as 1950, only career educators were called upon to participate in matters pertaining to education. This fact is substantiated by the Superior Council of Education:

In spite of the studies made from 1940 to 1950, there were, at the end of this period, only rare cultural and socio-economic groups that were interested in the general aims of the schools, the general problems of organization and courses of study, and relations between school and society. The sub-committee of coordination in 1952,⁵¹ interviewed practically nobody other than career educators.

A sudden awakening of interest by Quebec society in general appeared between 1950 and 1960. This awakening of interest is

⁵¹ Superior Council of Education, Annual Report 1964/65, p. 11.

especially evidenced by the presentation of recommendations and briefs by individuals and by representatives of associations of professional educators and other groups beyond the world of professional circles in the Tremblay Commission of 1953. From 1960 to 1964, this interest in education, by the people within and by the mass of the people outside the system, continued to grow. This increase of interest is evidenced by the large number of briefs presented to the Parent Commission by associations and individuals both from within and outside the educational circles. It appears that the public hearings by the Parent Commission in eight different cities launched a vast movement, a new trend towards participation regarding educational problems in the Province of Quebec.⁵²

⁵² Vide Appendix A.

CHAPTER IV

PARTICIPATION AT THE PROVINCIAL LEVEL AFTER THE CREATION OF THE DEPARTMENT OF EDUCATION ON MAY 13, 1964

Education can contribute to the general development of our environment only upon the condition that our system of education, itself, rediscover its own internal unity, that it integrate into concerted action the multitude of groups, organizations, and persons which make up its essential machinery.⁵³

At the time of the creation of the Department of Education the Minister of Education declared, on several occasions, his intention of discharging his duties as the person responsible for educational policies in continuous liaison with all groups and levels of society directly or indirectly concerned with education.

The purpose of this chapter is to investigate to what extent educational policies were effected through the collaboration of interest groups at the provincial level.⁵⁴ The method will consist of examining the formally designated constitution as concerns provisions for participation, in finding evidence to indicate to what extent these provisions have been translated into concrete mechanisms for participation, and in determining to what extent these mechanisms relate to the formal structure.

The composition and activities of the Planning Committee for

⁵³ First Report of the Minister of Education, p. 9

⁵⁴ By definition, the provincial level includes the Minister of Education and his administrative department, planning committees and a Superior Council of Education.

Educational Development and the Commission of Elementary Education will be investigated, in keeping with the questions raised under sub-problems, to find evidence to indicate to what extent the various groups participate in these bodies.

The development of Regulation 1 policy will be studied in order to find out to what extent the recommendations of the participating members of the Planning Committee for Educational Development and the Commission of Elementary Education have been translated into the final version of this policy.⁵⁵

The organization of the Department of Education will be reviewed, in a summary form, to provide an historical background deemed necessary for understanding.

I. ORGANIZATION OF THE DEPARTMENT OF EDUCATION

According to the Department of Education Act, the Minister of Education is entrusted with the direction and administration of the Department of Education, the enforcement of legislation having to do with education, assistance to youth in preparing and shaping its future and the promotion and expansion of institutions of learning.⁵⁶

Immediately after the creation of the Department of Education, the Minister of Education announced the administrative structure of his Ministry or Department. In summary form, the new organization of the Quebec Department of Education consisted of the elected

⁵⁵ Vide Appendix F.

⁵⁶ Education Act, R.S.Q. 1964, c. 233, ss. 1 and 2.

Minister of Education, the appointed Deputy-Minister of Education with two Associate Deputy-Ministers and one Assistant Deputy-Minister, acting as a team, to provide direction for departmental activities through six departments or general directorates. The six general directorates, each supported by necessary services, were: Planning, Curriculum and Examinations, School Organization, Buildings and Equipment, Finance, Higher Education.⁵⁷ Of the six departments, the General Directorate of Planning requires further attention.

In essence, the Planning Bureau of the Department of Youth, established in August 1960, was transformed into the General Directorate of Planning. "Since May 13, 1964, the activities of this directorate have been essentially in line with the work performed by the Planning Bureau of the Department of Youth."⁵⁸ The General Directorate of Planning has as its function the elaboration of plans for educational development through study and research. It has also been entrusted with the co-ordination of every aspect of the educational system through action in liaison with the other directorates:

The Directorate of Planning is responsible for assembling the data required by authorities for measuring the effects of decisions to be taken in connection with the development of education, which will eventually have to do with planning for a period of three or five years, as well as planning for yearly activities corresponding to the annual budget for the Department. To begin with, this task necessitates the integration of the results of studies conducted by other directorates, other government services

⁵⁷ First Report of the Minister of Education, pp. 9 and 11.

⁵⁸ Ibid., p. 59.

or other non-governmental institutions. It also calls for the carrying out of original research which is indispensable for the preparation of plans and for the evaluation of immediate or long term consequences which will result from their implementation. This Directorate is called upon to provide information of a technical nature to assist the Department's planning committees in their studies. It places its specialists at their disposal and prepares working data for their use. Since, in the final analysis, the Directorate is responsible for the preparation of a master plan for the development of education, its essential function, within this frame of reference, is that of coordinating every aspect of the educational system through action in liaison with other directorates, each of which is responsible for a particular aspect. By means of appropriate consultation with the services concerned, it must ensure that objectives in planning for educational development are coordinated with the more comprehensive objectives of the State's economic and social policies.⁵⁹

Although the General Directorate of Planning is entrusted with the total coordination of educational development, the First Report of the Minister of Education makes further mention of coordination within the Department of Education in the form of 'horizontal coordination' through the weekly meetings of the Coordinating Committee of the Department composed of the Minister, the Deputy Ministers, the Directors General and their assistants along with those in charge of the principal Services, and in the form of 'vertical coordination' by means of weekly meetings within the General Directorates and the Services.⁶⁰

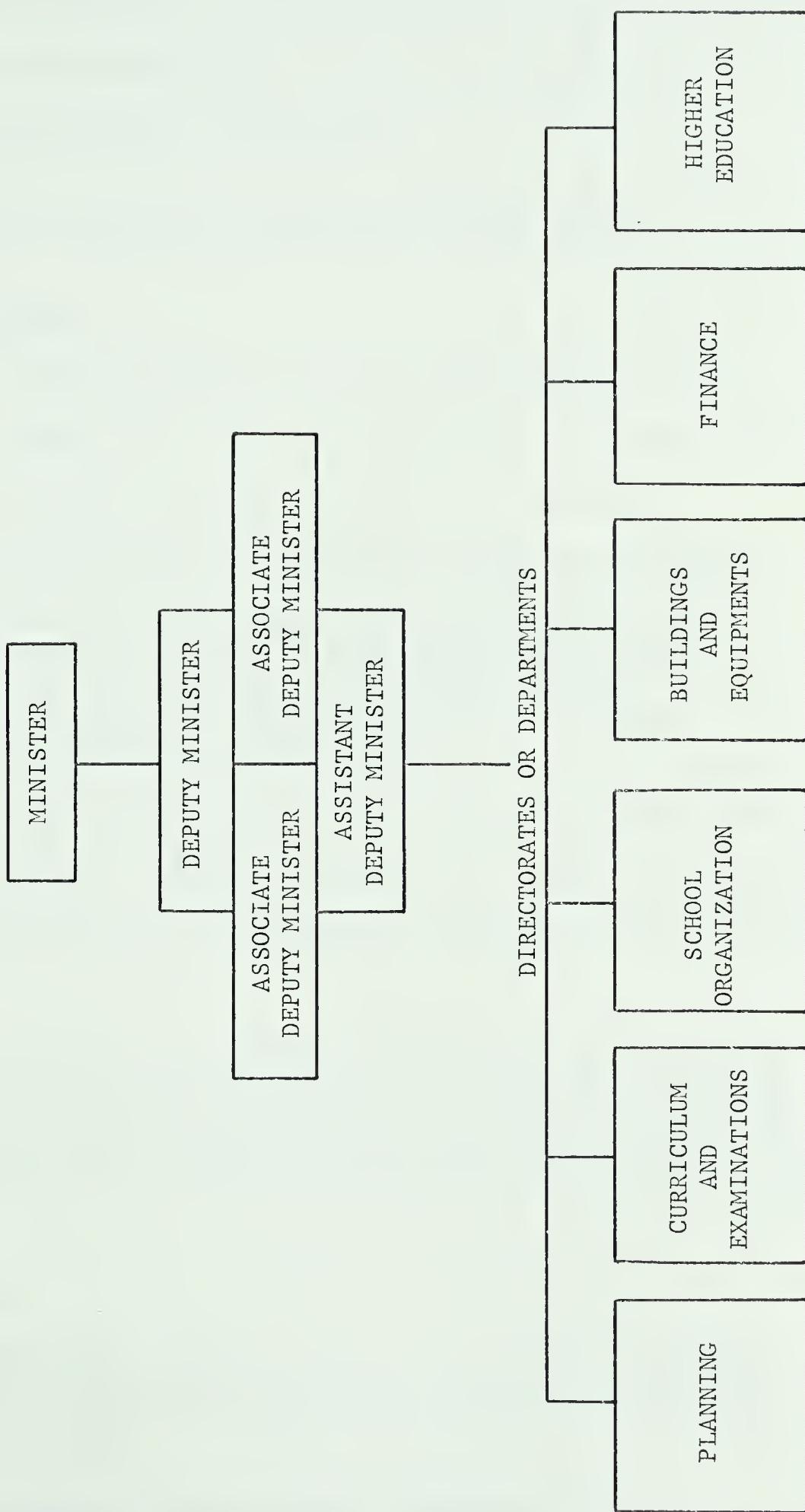
Chart 4, page 53, represents the organization of the Depart-

⁵⁹ Ibid., pp. 59-61.

⁶⁰ Ibid., p. 20. It is to be noted that the Deputy-Minister of Education assumed the general direction of the Directorate of Planning.

CHART 4

THE DEPARTMENT OF EDUCATION OF QUEBEC - May 13, 1964 TO DECEMBER 1, 1966



ment of Education from May 13, 1964 to December 1, 1966. It should be noted that this diagram does not include the Services and Branches of the Department of Education.

II. THE FORMATION OF MECHANISMS OF PARTICIPATION

Planning Committees

Of the sixteen sections of the Education Department Act (R.S.Q. 1964, Chapter 233) there is but one section, namely, section 3, which makes a passing reference to a permissive provision for participation as concerns the Minister of Education:

The Minister may cause studies and investigation to be made as he considers useful or necessary for the carrying out of the activities of the Department, by such person or body as he may designate, or by any committee that he may establish for such purpose.⁶¹

Declarations made by the Minister of Education in the first report presented to the Lieutenant-Governor are evidence of interest to give definitive form to the permissive clause of section 3 cited above:

From the viewpoint of maximum utilization of our resources, and especially from the viewpoint of true democratization, the Department is basing its whole policy upon the organic participation of local and regional bodies, of educational authorities and teachers, for the coherent development of education in Quebec.⁶²

⁶¹ Education Act, R.S.Q. c. 233, s. 3. In fact, a similar clause existed in the Education Act prior to 1964 as concerns the Council of Public Instruction and its two committees. See Statute on Education, loc. cit.

⁶² First Report of the Minister of Education, p. 9.

The statement cited above is clearly an official declaration of a policy of participation in Quebec education; however, to what extent has this intention been translated into concrete situations?

According to the First Report of the Minister of Education and the various issues of Education Weekly, there is ample evidence that a vast machinery for consultation has been set up by the Department in the form of working committees within the Department of Education and in the form of planning committees and study committees attached to the Department.

All the Directorates of the Department seek the collaboration of consultative working committees whenever problems to be resolved have implications which extend beyond the strictly administrative sphere of the Department's activity.⁶³

The creation of the following planning committees and study committees have been announced in Education Weekly: the Planning Committee for Educational Development;⁶⁴ The Pre-University and Vocational Education Planning Committee;⁶⁵ the Planning Committee for Teacher Training;⁶⁶ The Study Committee on Accessibility to University Education;⁶⁷ the Study Committee on Education in the

⁶³ Ibid., p. 22. For the most part these working committees are composed of the Department of Education personnel; however, it is not unusual to find individuals, generally career educators from outside the Department, invited to participate in these working committees. These individuals are generally appointed by the Deputy-Minister of Education or one of his associates in the name of the Minister of Education.

⁶⁴ Education Weekly, Vol. 1, No 10, July 17, 1964, p. 47.

⁶⁵ Ibid., Vol. 1, No 34, January 15, 1965, p. 163.

⁶⁶ Ibid., Vol. 1, No 35, January 22, 1965, p. 167.

⁶⁷ Ibid., Vol. 1, No 7, June 26, 1964, p. 36.

Montreal and Quebec Schools of Architecture;⁶⁸ the Study Committee on Labour Relations between Teachers and School Boards.⁶⁹

As indicated by the very names by which the Planning Committees have been designated, they obviously correspond to the three broad sectors of the educational system which come within the direct responsibility of the Department of Education. On the other hand, the study committees, like the working committees within the Department, operate within particular terms of reference and dis-solve after the completion of their assigned tasks.⁷⁰

During the first months of 1966, the Department of Education numbered more than 150 study committees and working committees made up of more than 700 participants from outside the Department of Education and more than 200 individuals from within the Department. The largest number of working committees concerned subject matters in the course of study and examinations. The extensive consultation and cooperation with the industries by the Technical and Vocational Services of the Department should be noted. Some forty consultative working committees were organized by this Service for the purpose of formulating recommendations concerning the requirements for technical and academic certificates. For the first time in Quebec the dialogue undertaken by the Department of Education and industry brought to an end the long standing isolation between technical and vocational education and the specialized trades in industry.⁷¹

⁶⁸ Ibid., Vol. 1, No 19, September 18, 1964, p. 87.

⁶⁹ Ibid., Vol. 1, No 25, October 30, 1964, p. 119.

⁷⁰ The study committees are composed of representatives of groups (outside the Department of Education) most directly affected by the decisions of these committees. The number of representatives is much smaller than those participating in the planning committees.

⁷¹ Rapport du Ministère de l'Education (Quebec: Queen's Printer, June 1, 1967), p. 20. Translated by the writer of this study.

Chart 5, page 58, represents participation in the Department by personnel within the Department and by representatives of groups or by individuals beyond the Department.

The boxes surrounded by dotted lines only indicate participation in committees by representatives of groups or by individuals beyond the Department of Education. The boxes surrounded by a solid line and dotted lines indicate temporary working committees comprising of departmental personnel and representatives of groups (or individuals) beyond the Department. The General Directorate of Planning has been placed above the Directorates because this directorate has as one of its functions the coordination of all the main activities of educational development. It should be noted that the double-dotted box refers to the Planning Committee for Educational Development due to the fact that this committee will be examined in more detail as a representative mechanism of participation, to which we now turn.

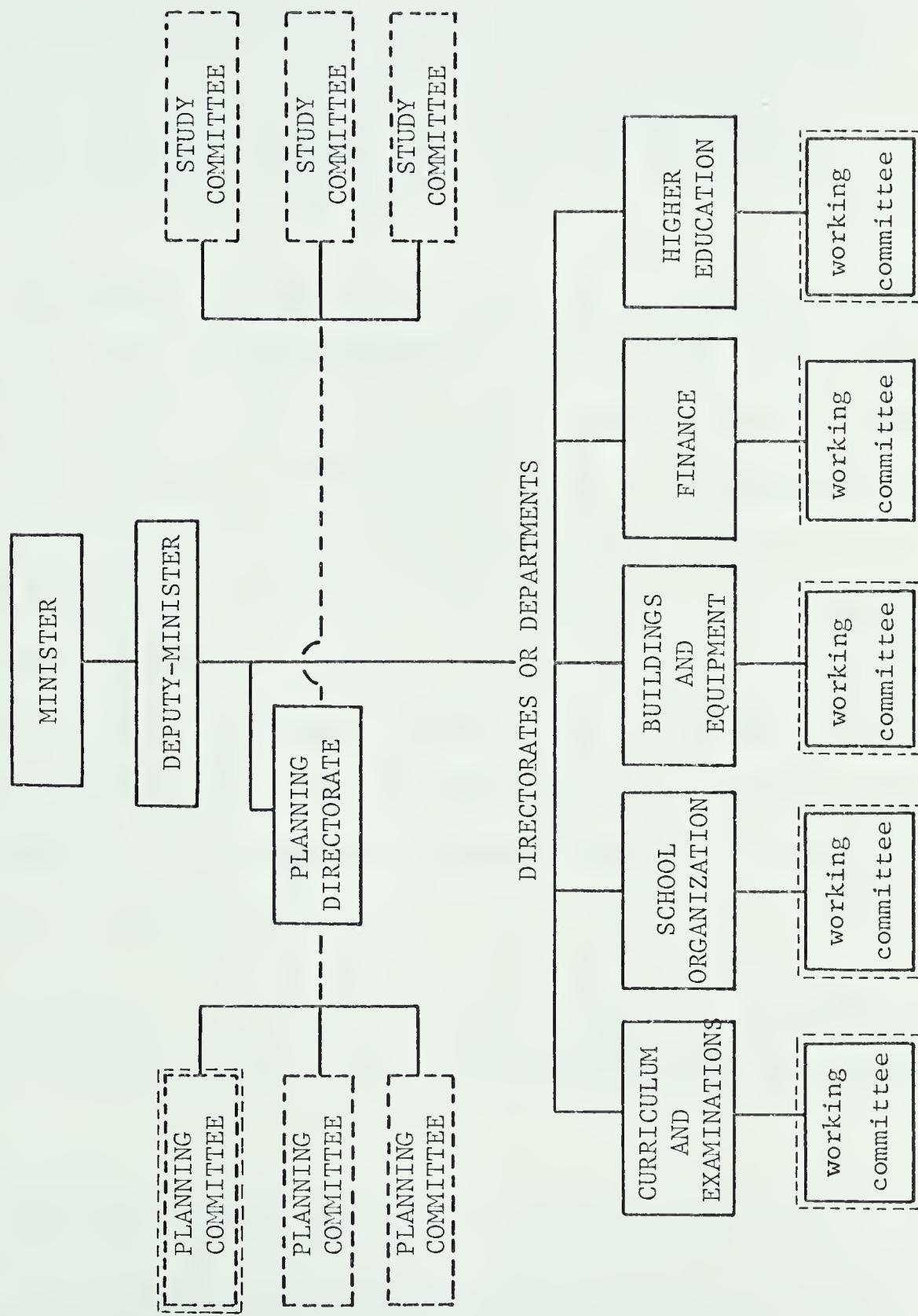
The Planning Committee for Educational Development

The Planning Committee for Educational Development was established by the express wish of the Minister of Education as an advisory committee to the Minister and attached to the Planning Directorate of the Department of Education.⁷² On the occasion of the inaugural session on July 14, 1964, the Minister of Education, Paul Gérin-Lajoie, announced in a general way the committee's broad term of reference that pertains to the formulation of provincial policies (as concerns

⁷² First Report of the Minister of Education, p. 26.

CHART 5

PARTICIPATION IN THE DEPARTMENT OF EDUCATION



school boards) relative to educational development of pre-school, elementary and secondary education:

To give the development of the school boards so that they can fully play their part in our overall system of education, and to adapt the rhythm of this development not only to the needs of our society, but also to the resources at its disposal, an answer must beforehand be given to many very precise questions concerning the content of the teaching services and the cost of these services.⁷³

Composition. Through the invitation of the Minister of Education, the names of representatives were suggested by various educational associations. The list of persons suggested by the associations was studied by the Planning Directorate and subsequently submitted to the Minister. Taking into account the proposals of his Planning Directorate, the Minister appointed by means of an official letter twenty members representing all the major groups in the public and private sectors, including representatives of Protestant as well as Roman Catholic groups, directly concerned with the progress of school boards and with educational progress in general as evidenced by the list of membership.⁷⁴

Operation. The Minister of Education appointed the Chairman of this Planning Committee, namely, the Deputy-Minister, Mr. Arthur

⁷³ Education Weekly, Vol. 1, No 10, July 17, 1964, p. 48.

⁷⁴ First Report of the Minister of Education, pp. 163-165. The names of the associations represented in the Planning Committee for Educational Development appear in Appendix B at the end of this study. The groups mentioned are represented by only one delegate. The representation of Catholic and Protestant, French and English, groups should be noted.

Tremblay. Upon the recommendations of the members, Mr. Maurice Mercier, Associate-Director of Studies of the Sainte-Foy School Commission, was appointed by the Minister of Education as the Secretary of the Committee.⁷⁵ The coordination of the Planning Committee with the Department of Education is assured by the presence of its chairman who also presides over the Planning Directorate of the Department.

According to the secretary of this advisory committee, the members meet in two-day sessions at least once a month with the agendas prepared by the Planning Directorate and submitted to the members of the committee prior to the sessions; the agendas are approved or amended by the members of the committee.⁷⁶

It appears that no definite policy had been established for the committee members concerning the nature of their representation; however, words spoken in an address given by the Minister of Education, J.J. Bertrand, at the thirty-first session on November 8, 1966, are evidence that the members are expected to act as individuals and not as representatives of their respective associations: "On the one part, as members of the committee, you do not commit the agencies that have designated you; on the other part, the government is not

⁷⁵ It should be noted that the secretary of the Planning Committee for Educational Development was not appointed among the representatives of this committee nor did he represent any interest group.

⁷⁶ The Secretary of the Planning Committee was interviewed in Quebec City on May 13, 1968.

bound by your recommendations."⁷⁷

Superior Council of Education

According to the Superior Council of Education Act (R.S.Q. c. 234), a Superior Council of Education was established at the same time as the Department of Education.

The 1964/65 Annual Report of the Superior Council of Education⁷⁸ mentions that the Legislature, in creating a Superior Council of Education was largely guided by the recommendations of the Report of the Royal Commission on Inquiry on Education in Quebec.

According to the Superior Council of Education Act, the Council is constituted as a unified body⁷⁹ composed of twenty-four members, sixteen of whom must be Roman Catholics, at least four Protestants, and at least one who is neither Roman Catholic nor Protestant.⁸⁰ The Council gives its opinion to the Minister of Education respecting the regulations that he is required to submit to the Council, and on any matter which the Minister refers to it.⁸¹

In order to maintain the confessional character, two com-

⁷⁷ Comité du plan de développement scolaire, procès-verbal de la réunion du 8 novembre 1966, Ecole Normale Laval, Québec, p. 8.

⁷⁸ Superior Council of Education, Annual Report, 1964/65, p. 143.

⁷⁹ Statutes on Education, R.S.Q. 1964, c. 234, preamble.

⁸⁰ Ibid., s. 2.

⁸¹ Ibid., s. 9.

mittees, a Catholic Committee and a Protestant Committee, are established. These committees are composed of an equal number of representatives of the Catholic hierarchy or of the Protestant faiths, as the case may be, and of parents and teachers.⁸²

In order to assist the Council in its advisory role, four commissions are established: the Commission of Elementary Education; the Commission of Secondary Education; the Commission of Technical and Vocational Education; the Commission of Higher Education. These four commissions have the responsibility of presenting to the Council suggestions on matters pertaining to elementary, secondary, vocational and technical, and higher education, respectively.⁸³

On August 19, 1964, an Order-in-Council of the Lieutenant-Governor named the first members of the Superior Council of Education from whom were chosen the President and the Vice-President of the Council.⁸⁴

In choosing the members of the Council, the Minister of Education, in compliance with section 4 of the act establishing the Council, consulted the religious authorities, the associations most representative of parents, teachers, school administrators and the principal socio-economic groups. Almost all the members of the Council were chosen from the persons whose names were suggested in this way.⁸⁵

⁸² Ibid., ss. 15, 16, 17.

⁸³ Ibid., s. 24.

⁸⁴ Superior Council of Education, Annual Report 1964/65, p. 144.

⁸⁵ Ibid., p. 143.

Two confessional committees were appointed by Order-in-Council dated December 9, 1964.⁸⁶

Consultation with the organizations the most representative of parents and of teachers led to the choice of the members of the Protestant and of the Catholic Committees except for those members of the latter body that had already, in conformity with the law, been named by the Assembly of Bishops of the civil province of Quebec.⁸⁷

The four commissions were appointed by the Council in January and February, 1965.⁸⁸ In addition, three joint committees and three special committees were formed by the Council.

Although the functions of the Council are almost exclusively deliberative and consultative in nature, this Council is in no way an agency of the Department of Education. The Council is independent of the Department and its members are not civil servants. In this way, the Council does not relate to the formal structure, except indirectly, in that it reports directly to the Minister of Education. However, in order to guarantee an effective liaison with the Department, the Deputy-Minister and the Associate Deputy-Ministers of Education are, *ex officio*, members of the Council without the right to vote.⁸⁹ The Council may hold its meetings at any place in

⁸⁶ Ibid., p. 145.

⁸⁷ Ibid.

⁸⁸ Ibid., p. 146.

⁸⁹ R.S.Q. c. 234, s. 7.

the province and is required to meet at least once a month.⁹⁰

Chart 6, page 65, represents the structure of the Superior Council of Education. The diagram includes the working committees established by the Council in the form of joint committees and special committees.

The Commission of Elementary Education

The following is a summary of the data acquired through interviews with one of the secretaries of the Superior Council.⁹¹

Composition. The Council conferred as to the choice of possible members with the institutions and other bodies most representative of pre-school and elementary levels.⁹² The list of persons suggested by the groups was studied by a special committee appointed by the Council to consider the choice of members for this commission. Taking account the proposals of this special committee and the suggestions of individual members, the Council appointed the Commission of Elementary Education consisting of fourteen members

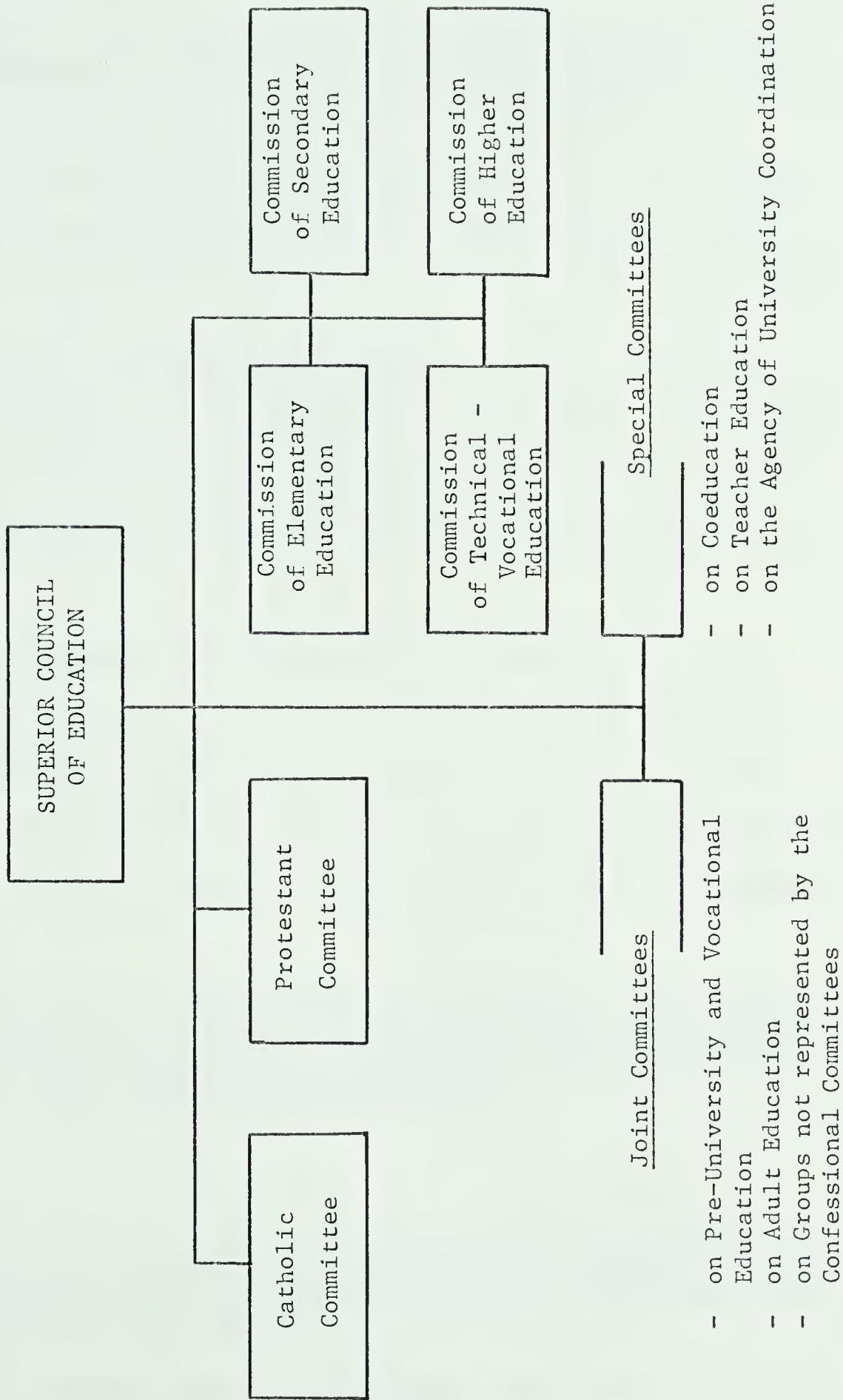
⁹⁰ Ibid., s. 11.

⁹¹ Mr. C.T. Teakle, joint secretary of the Superior Council of Education was interviewed by the writer of this study in Quebec City on May 9 and 13, 1968.

⁹² This commission is also responsible for pre-school education. School boards may organize kindergarten or pre-school education, admitting children of age 5 on October 1 of the year concerned.

CHART 6

THE STRUCTURE OF THE SUPERIOR COUNCIL OF EDUCATION



(from the public and private sectors) in January, 1965.⁹³

Operation. The chairman was chosen from the members of the Council for one year. He is eligible for reappointment. The presence of a member of the Council as chairman of the commission guarantees a vertical co-ordination with the commission and the Council.

By law, the commission is required to meet at least four times a year and may sit at any place in the province. Between the date of its first meeting on February 11, 1965, to the end of the Council's first year of operation, the commission held five two-day sessions.

Once appointed to the commission, the members act as individuals and not as representatives of associations or interest groups. In fact, it was pointed out that the Council, from its inception, has been very specific about the problem of representation, whether it be in the Council's committees, commissions, or sub-commissions:

The members of the Council do not engage the responsibility of the intermediary bodies towards the Council. Once appointed to this body, members commit themselves and themselves alone and not their respective associations.⁹⁴

⁹³ The list of the names and the posts held by the members of the Commission of Elementary Education appears in Appendix C at the end of this study. The Catholic and Protestant, French and English, representation should be noted.

⁹⁴ The Superior Council of Education, Annual Report 1964/65, pp. 85-86.

The agendas are prepared by the secretary of the commission in cooperation with the chairman of the commission and the joint secretaries of the Council. The agendas are forwarded to the members two weeks prior to the meetings.

Chart 7, page 68, is a schematic diagram of the structure of the Department of Education and its advisory bodies. In effect, Chart 7 is a summary of Charts 4, 5, and 6 found on pages 53, 58, and 65 respectively. The double-dotted lines represent the advisory relationship established by law whereas the single-dotted lines indicate the advisory established by the expressed wish of the Minister of Education.

III. THE DEVELOPMENT OF REGULATION 1

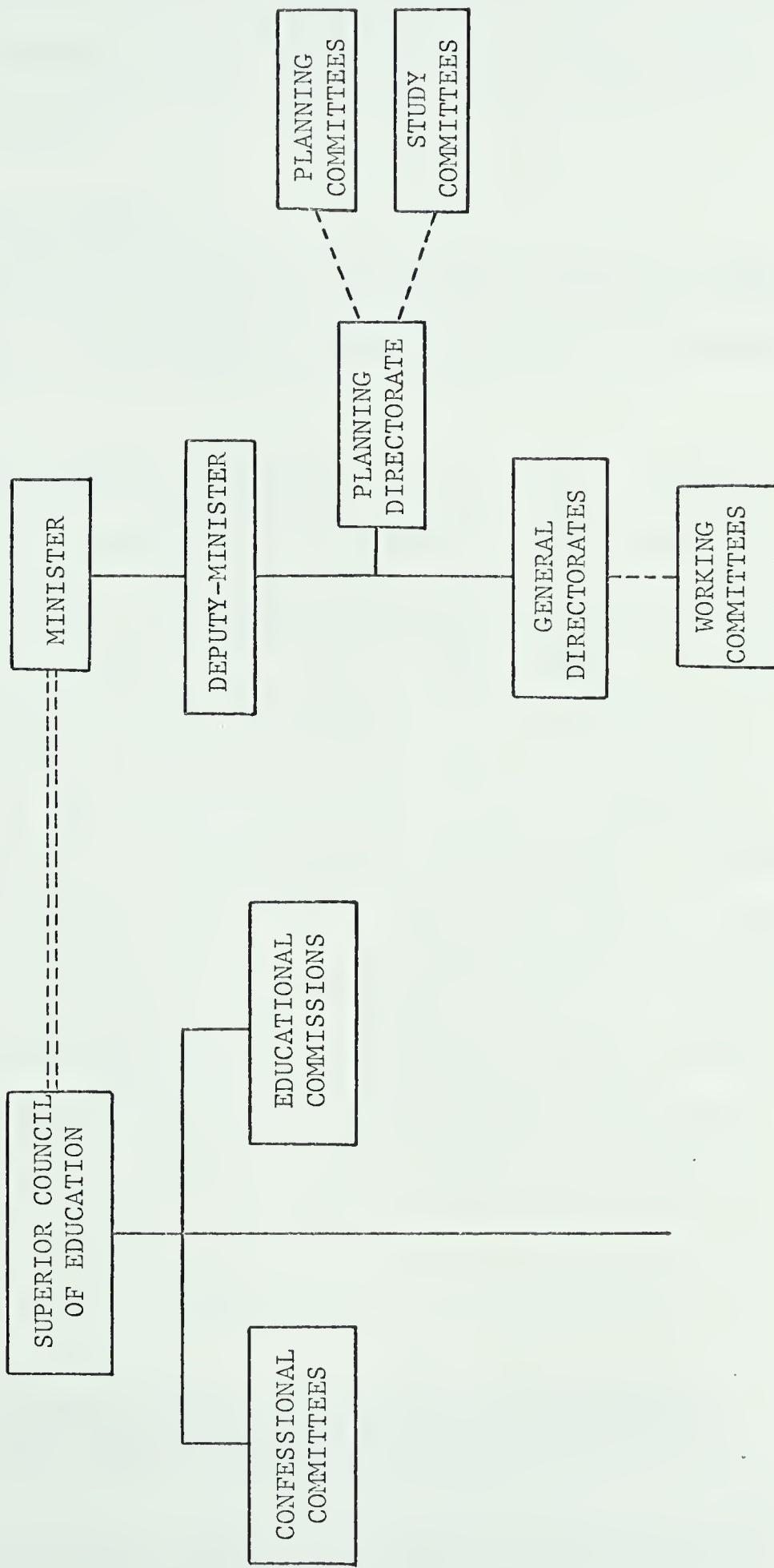
In November, 1964, the Parent Commission submitted parts two and three of its report to the government of Quebec. Part two, Chapter IV of the report dealt exclusively with Elementary Education with twenty-seven recommendations for the improvement of education of this level.

On December 4, 1964, the Minister of Education made public a calendar of activities of his Department in order to proceed without delay to analyze and put into application the principal recommendations made by the Parent Commission in its second report.⁹⁵ In making known the major steps in his Department's calendar of activities, the Minister defined the questions which should be given

⁹⁵ Education Weekly, Vol. 1, No. 30, December 4, 1964, p. 139.

CHART 7

THE STRUCTURES OF THE DEPARTMENT OF EDUCATION AND ITS ADVISORY BODIES



immediate consideration, one of which concerned the reorganization of elementary education, namely, the reduction of the elementary course to six years.⁹⁶

The Formulation of a Draft

The following is a summary of information acquired through interviews with one of the high ranking officials of the Department of Education.⁹⁷

In December 1964, at the request of the Minister of Education, intensive study sessions, with the Minister presiding, were held in Quebec City for the purpose of making a detailed analysis of Volume II of the Parent Report and its recommendations. Present at these sessions were: the Deputy-Minister and his Associates; the Directors-General, their Associates and Assistants; the heads of Services and Branches, their Associates and Assistants.⁹⁸ Immediately following the Minister's study sessions, the Directorates of School Organization and of Curriculum and Examinations organized working committees within the Department of Education to prepare a series of working documents related to the reorganization of elementary and secondary education. At the request of the Deputy-Minister of

⁹⁶ Ibid.

⁹⁷ Miss Kathleen Francoeur, Associate Director-General, General Directorate of Elementary and Secondary Education was interviewed in July, 1968, in Edmonton, Alberta.

⁹⁸ It should be noted that, by the very nature of the composition of the Department of Education, Catholic and Protestant, French and English, were present at these sessions.

Education, each working committee of the Department had on it at least one member of the three provincial teachers' associations.⁹⁹ These working committees held several study sessions with teachers and school administrators in different parts of the province. On December 28, 1964, the working committee for elementary education held a combined study session in Montreal with the Protestant and English-speaking Roman Catholic school administrators of the City of Montreal and surrounding areas.

In keeping with the internal system of the Department of Education, the completed working documents of the working committees were submitted to the Planning Directorate whose function, among others, is to collect and coordinate data.

In early January, 1965, with the Minister presiding, a second series of study sessions were held in Quebec City with the same officials of the Department of Education, as listed above, for the purpose of drawing up a text concerning the reorganization of elementary and secondary education. Thus was born the first draft of Regulation 1 of the Minister of Education.¹⁰⁰

⁹⁹ The three associations represented were: La Corporation des Instituteurs et Institutrices du Québec; the Provincial Association of Protestant Teachers; the Provincial Association of Catholic Teachers.

¹⁰⁰ Vide Appendix D. Regulation 1 specifies the general conditions governing the educational reorganization of elementary and secondary education and formulates the broad guidelines to be followed in preparing a concrete plan of action - a plan adopted to each particular milieu. The main purpose of all the measures proposed in Regulation 1 is to ensure a balanced education for each child by enabling him to progress at a rate which best suits

The Planning Committee for Educational Development and the Proposed Draft of Regulation 1

According to the minutes of the Planning Committee for Educational Development, the sixteenth session of the Committee was held on February 9 and 10, 1965, for the purpose of studying and analyzing the articles of the proposed draft of Regulation

1.¹⁰¹ In keeping with the main discussions which centered on the administrative implications, pedagogical and financial, of each clause of the draft, the Committee recommended to the Minister the publication of a 'guide d'organisation scolaire 1965' (a School Organization Guide, 1965) in order to inform the school commissions and their academic personnel of the implications of each article of the draft. It was felt that such a guide would be necessary in view of the fact that article 8 of the proposed draft stipulated that no article may be applied unless the school board had obtained authorization from the Minister 'under

his aptitudes and personality. Regulation 1 advocates the following measures: a uniform age admission to the elementary course; classification by age; continuous progress throughout the elementary course; limitation of an acceleration or retardation at the elementary level to not more than a year; automatic promotion to the secondary course after a seven-year elementary course; subject promotion and limitation of spread of levels in courses elected by secondary school students.

¹⁰¹ Comité du plan de développement scolaire, procès-verbal de la réunion du 9 et 10 février, 1965, Institut pédagogique, Montréal, p. 3.

such conditions as may be determined by him.¹⁰²

At the eighteenth session held on March 9 and 10, 1965, the proposed draft was accepted as worded by the members of the Committee.¹⁰³

The Superior Council and the Proposed Regulation 1

The information acquired through interviews with one of the joint secretaries of the Superior Council of Education revealed that the Council considered the proposal Regulation 1 as drafted by the Department of Education at its thirteenth meeting held on February 4, 1965. Having studied the draft briefly, the Council referred it to the Commission of Elementary and of Secondary Education.

The Commission of Elementary Education studied the proposed Regulation 1 at its meeting held on February 23 and 24 and March 1,

¹⁰² Ibid., p. 5. There is evidence to indicate that the recommendations of the Planning Committee for Educational development concerning the publication of an explanatory guide were translated into concrete action in September, 1966, at which time was made public Education Document 2, The Cooperative School, Comprehensiveness and Continuous Progress. Also the forms for authorization for the implementations of Regulation 1 were made public on February 13, 1967.

¹⁰³ Comité du plan de développement scolaire, procès-verbal de la réunion du 9 et 10 mars, 1965, the Protestant School Board of Greater Montreal, Montreal, p. 5.

1965. The Commission limited its study to Articles 1, 2, 3 and 4 of the Regulation draft. The Commission also considered Article 8 of the draft in view of the fact that this article pertained to the method and conditions for the application of the proposed regulation. The Commission then referred its recommendations with comments to the Council.

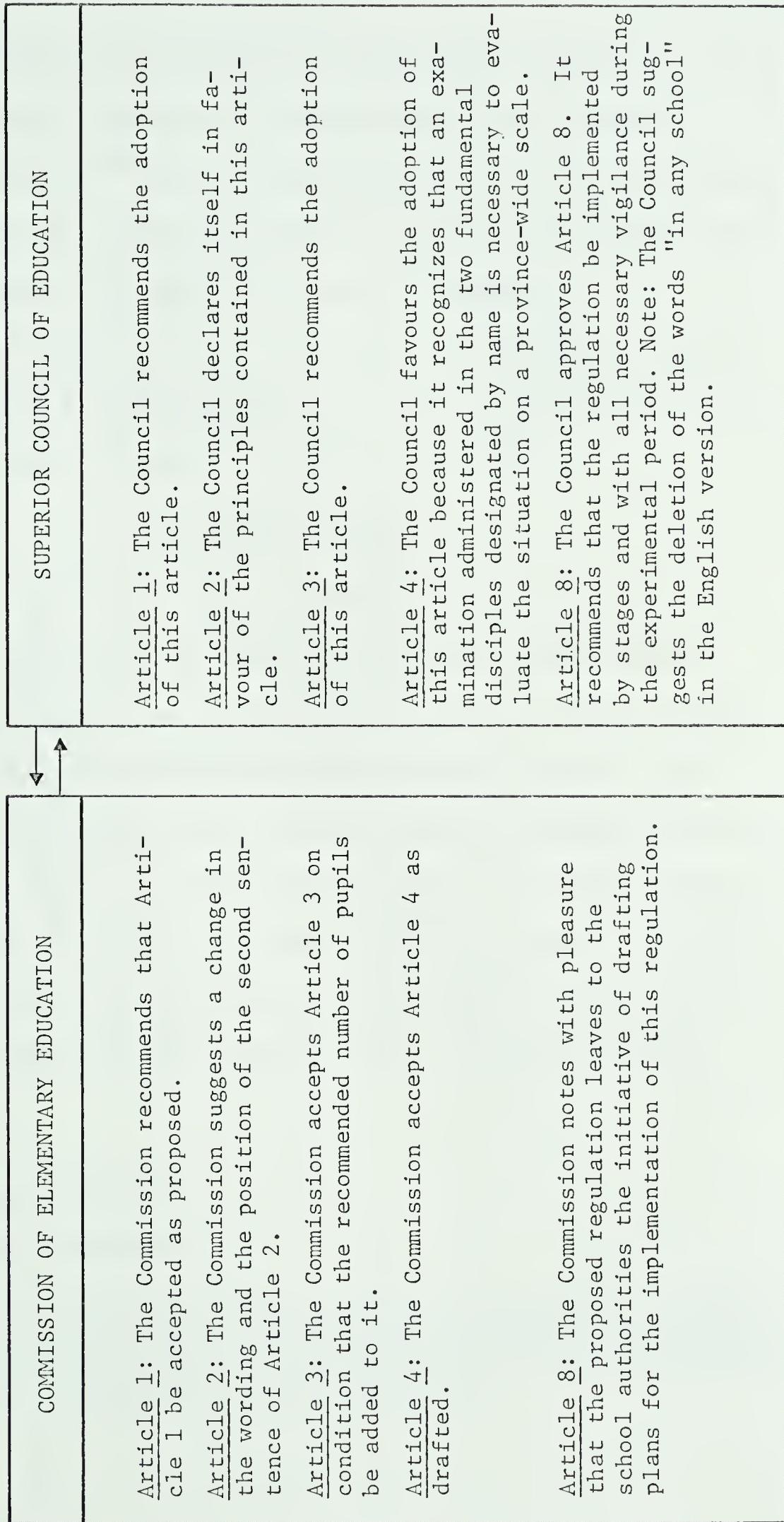
The Council resumed the study of the regulation draft in the light of the recommendations of the Commission of Elementary Education (including the recommendations of the Commission of Secondary Education) at its meeting of March 4 and 5, 1965. The recommendations were approved in the final form at the meeting of March 18 and 19, 1965, and submitted to the Minister of Education. The Regulation 1 of the Minister of Education was adopted by the Lieutenant-Governor-in-Council on May 11, 1965.

Chart 8, page 74, includes the recommendations on the proposed Regulation 1, Articles 1, 2, 3, 4, and 8 by the Commission of Elementary Education to the Council and the final form of the recommendations of the Council to the Minister on Articles 1, 2, 3, 4 and 8. The Chart does not include the comments on each article submitted to the Council by the Elementary Commission.

On reading the recommendations submitted by the Commission of Elementary Education to the Council and the final recommendations submitted by the Council to the Minister, as indicated on Chart 8, there is evidence to indicate that the Council took into consideration

CHART 8

RECOMMENDATIONS ON FIRST DRAFT OF REGULATION 1, ARTICLES 1, 2, 3, 4, AND 8 BY THE COMMISSION OF ELEMENTARY EDUCATION TO THE SUPERIOR COUNCIL AND BY THE SUPERIOR COUNCIL TO THE MINISTER



the recommendations of its Elementary Commission. Furthermore, it is clearly seen on reading the recommendations of the Superior Council of Education¹⁰⁴ and the regulation adopted by the Lieutenant-Governor-in-Council, on May 11, 1965,¹⁰⁵ that most of the suggestions made by the Superior Council were taken into account.

Chart 9, page 76, shows the journey of the document of the draft form of the proposed Regulation 1 prior to the adoption of the Regulation by the Lieutenant-Governor-in-Council.¹⁰⁶

IV. CONCLUDING REMARKS

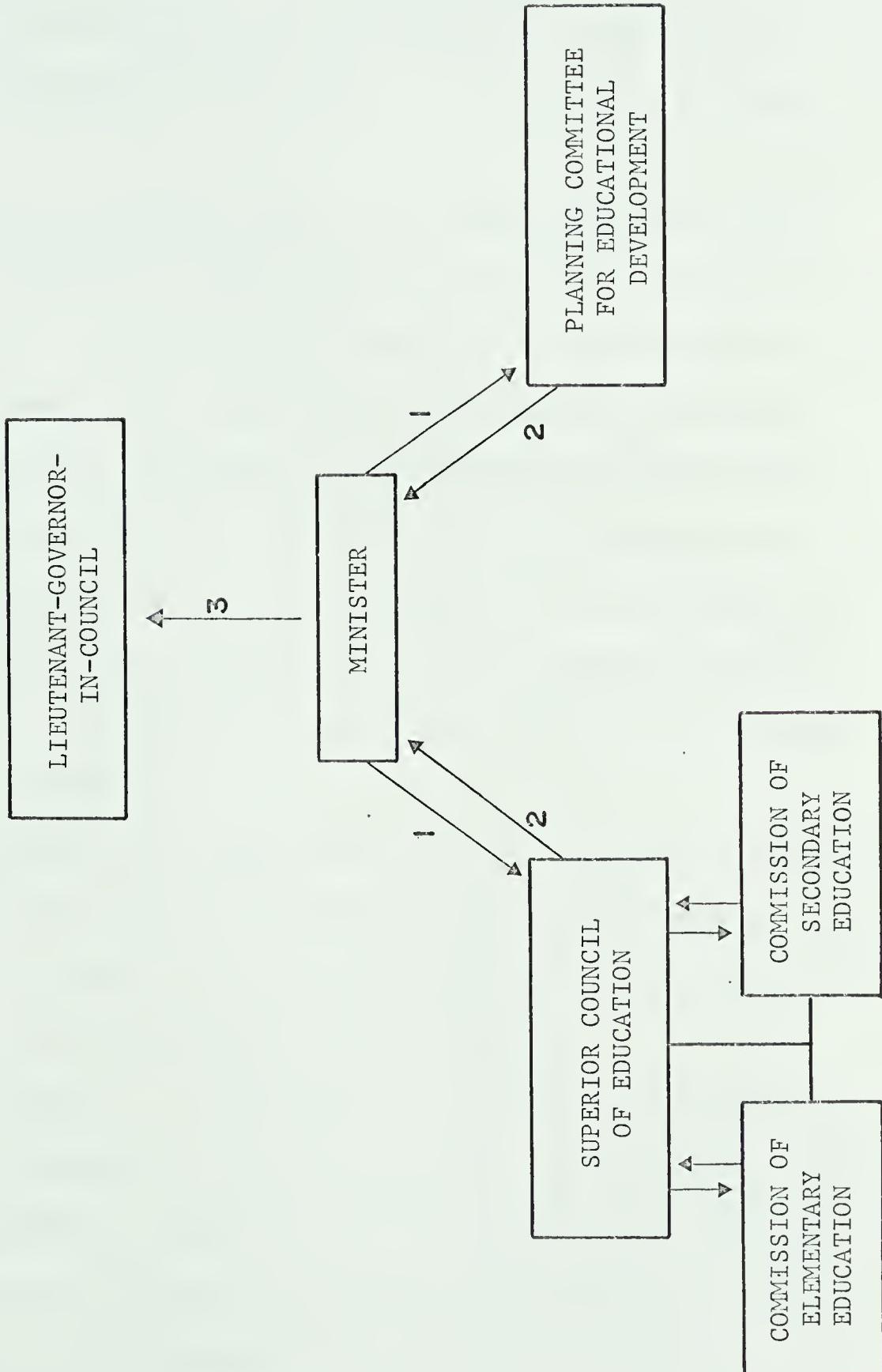
At the provincial level, a review of the organization, as announced by the Minister of Education immediately following the proclamation of Bill 60 by the Government on May 13, 1964, indicates that the principle of participation entered deeply into the elaboration of the structures within the Department of Education as evidenced by the creation of working committees by the Minister within the Department. The study also revealed that as a result of a permissive provision included in the Education Department Act, the Minister instituted, by his expressed wish, a number of advisory

¹⁰⁴ Vide Appendix E.

¹⁰⁵ Vide Appendix F.

¹⁰⁶ It is to be noted that the draft of the proposed Regulation 1 was submitted separately and independently by the Minister of Education to the Superior Council of Education and the Planning Committee for Educational Development about the same time.

CHART 9
JOURNEY OF THE PROPOSED REGULATION I



planning committees whose members, selected beyond the Department, are appointed by the Minister upon the nomination of representatives by the principal educational associations (public and private sectors) as evidenced by the list of membership of the Planning Committee for Educational Development, a representative planning committee.

A review of the activities of the Planning Committee for Educational Development reveals that: (a) the terms of reference are determined by the Minister of Education; (b) the chairman is selected and appointed by the Minister with the secretary of the committee selected by the members and officially appointed by the Minister; (c) once appointed, the members act as individuals and not as representative of any organized bodies; (d) the agendas are prepared by the secretary of the committee and submitted to the members prior to the meetings for amendments; and (e) the committee operated as a unified body.

In a similar way, the Superior Council of Education, established by the same Bill 60, took form and named its Committees and Commissions, as required by law, in keeping with the principle of consultation in the recruitment of its members.

An analysis of a representative Commission, the Commission of Elementary Education, reveals that Catholic and Protestant, French and English-speaking representatives of organized bodies concerned with pre-school and elementary education were appointed to this Commission. It was substantiated in the study of the operation of the Commission of Elementary Education that: (a) the chairman was chosen

from the members of the Council; (b) once appointed to the Commission, the members act as individuals and not as representatives of associations or interest groups; (c) the agendas, prepared by the secretary, are submitted to the members prior to the meetings; and (d) the commission operated as a unified body.

A study of the development of Regulation 1 reveals that the first policy of the Minister of Education took form through a vast machinery of consultation as evidenced by the participation of the members of the working committees within the Department of Education, through the participation of the members of the advisory Planning Committee for Educational Development and of the members of the constitutional advisory agency, the Superior Council of Education through its Commission of Elementary Education.

The publication of Document 2 of the Minister of Education, a commentary on Regulation 1, as recommended by the members of the Planning Committee for Educational Development, and the comparison of the recommendations submitted by the Council to the Minister with the final draft of Regulation 1 as adopted by the Lieutenant-Governor-in-Council are supporting evidence to indicate that the recommendations of the participating members of the advisory agencies are taken into account.

CHAPTER V

PARTICIPATION AT THE LOCAL LEVEL AFTER THE CREATION OF THE DEPARTMENT OF EDUCATION ON MAY 13, 1964

In one way or another, the whole population of Quebec will be affected by the implementation of Regulation 1.¹⁰⁷

On the first anniversary of the creation of the Department of Education, the Minister published a brief report concerning his first regulation. In this report he remarks: "This will be the first time in our society that those immediately responsible for education will be called upon to play such a determinant role in the setting up of new academic structures."¹⁰⁸

More specifically, and this is the purpose of this chapter, can we find evidence to indicate to what extent plans for implementation are effected through the collaboration of various groups? The method will consist of finding evidence to indicate to what extent provisions were made for participation in the preparation of plans or projects for implementation and to determine to what extent these provisions have been translated into concrete mechanisms of participation at the local level.

¹⁰⁷ Education Document 2, The Cooperative School, Comprehensiveness and Continuous Progress (Quebec: Department of Education, September, 1966), p. 1.

¹⁰⁸ Education Weekly, Vol. 2, No 1, May 14, 1965, p. 2.

By definition, the local level refers to an individual school and its Educational Workshop. In order to make this study manageable, the composition and the activities of the Educational Workshops of two representative elementary schools, one French Roman Catholic - l'Ecole élémentaire de St-Viateur, and one English Protestant - The Protestant Elementary School of Saguenay Valley, will be investigated to find evidence to indicate to what extent (a) the formulation of projects for the implementation of Section 3 of Regulation 1¹⁰⁹ are effected through the collaboration of various groups, and (b) the recommendations of the participating members are translated into the final form of non-graded organizational projects.

Historical events and the formation of Regulation 1 regional missions will be reviewed in summary form to provide understanding.

I. THE FORMATION OF MECHANISMS FOR PARTICIPATION

Of the eight sections of Regulation 1, Section VIII determines the method and condition for the implementation of this regulation:

Section VIII - "Section IV shall apply to all schools as from the school year 1965-1966." "The other provisions may be applied, in whole or in part, in any school where the proper authority, after consultation with the academic personnel concerned, has obtained authorization to this end from the Minister, under such conditions as may be determined by him."¹¹⁰

¹⁰⁹ Vide Appendix F. Section III of Regulation 1 refers to the organization of ungraded plans for the elementary level. For more complete detail and interpretations of Section III of Regulation 1, see Education Document 2, pp. 36-44.

¹¹⁰ Vide Appendix F.

Thus, by virtue of Section VIII of this regulation, which was arrived at through participation, the Minister of Education entrusts to the local level an official provision for participation in the formulation of plans or projects for the implementation of his regulation.

According to the issues of the semi-official bulletin of the Department of Education, Education Weekly, dated May 13, 1965 to June 16, 1967, no plans or projects for the implementation of Regulation 1, in whole or in part, have been reported as being submitted to the Minister for approval. However, the June 23, 1967 issue of Education Weekly reported, for the first time, that eight school boards had submitted projects to the Department of Education for the approval, in part, of Regulation 1.¹¹¹ One month later, this same publication announced the approval of fifty-five projects for the implementation, in part, of this regulation.¹¹²

An investigation into the chain of events that occurred in the intervening months, between May 13, 1965 and June 23, 1967, may provide, in part, an insight into the apparent inactivity at the local level in submitting to the Minister plans or projects for approval.

It has been said by several Department of Education officials that Regulation 1 of the Minister of Education is a compact and

¹¹¹ Education Weekly, Vol. 3, No 45, June 23, 1967, p. 289.

¹¹² Ibid., Vol. 4, No. 3, July 21, 1967, p. 21.

simple text to read, much more difficult to understand, and that much more difficult to implement.

In September 1966, the Minister of Education, Jean-Jacques Bertrand, made public his Education Document 2, The Cooperative School, Comprehensiveness and Continuous Progress. In summary form, this official document of the Minister presents commentaries on each Section of Regulation 1. In fact, the publication of Education Document 2 corresponded to the recommendations submitted to the Minister of Education, Paul Gérin-Lajoie, by the advisory Planning Committee for Educational Development at its sixteenth session on February 9 and 10 at which time this Planning Committee studied and analyzed the proposed draft of Regulation 1.¹¹³

On December 2, 1966, the Minister of Education announced the reorganization of the Department of Education "with a view to a greater administrative efficiency as well as a better coordination of services."¹¹⁴ The new structures provided for nine Directorates or Departments one of which requires further attention: the Directorate of Interregional Bureaus.

An analysis of the reorganization of the Department of Education indicates that the new structures provided for a deconcentration

¹¹³ Comité du plan de développement scolaire, procès-verbal de la réunion du 9 et 10 février, 1965, Institut pédagogique, Montréal, p. 3.

¹¹⁴ Education Weekly, Vol. 3, No 18, December 2, 1966, p. 113.

of powers evidenced by the setting up of nine districts within the province each administered by a regional or district bureau. A Coordinator (the chief district officer) is responsible for all elementary and secondary education in his given district with Regional Technical Advisers, formerly Provincial Inspectors of Schools and other specialists, under his jurisdiction. The Coordinator of each regional bureau is responsible to the Chief Coordinator in the central office of the Department of Education, who, in turn, is directly responsible to the Deputy-Minister of Education.

Chart 10, page 84, is a reproduction of the new structures of the Department of Education as announced on December 2, 1966.¹¹⁵

Regulation 1 Regional Missions

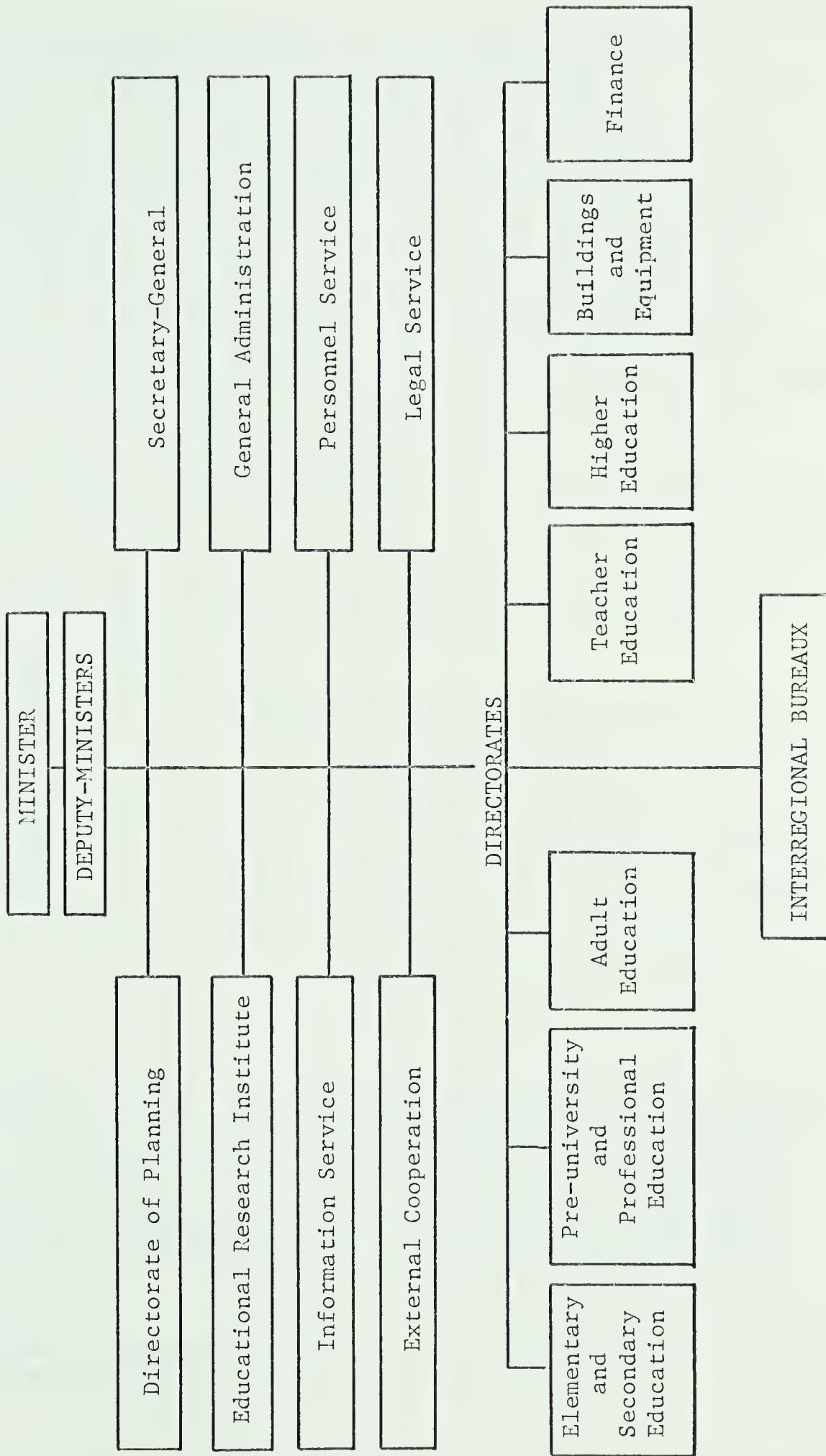
On December 16, 1966, the Minister of Education, J.J. Bertrand, announced that:

... a regional mission will be attached to each of the nine interregional bureaus of the Department and that its duties will consist in guiding and assisting the members

¹¹⁵ Ibid., p. 114. It should be noted that the Directorates of School Organization and of Curriculum and Examinations came together in December, 1966, to form one directorate, the Directorate of Elementary and Secondary Education. Compare Chart 4, page 53 and Chart 10, page 84.

CHART 10

THE NEW STRUCTURES OF THE DEPARTMENT OF EDUCATION - DECEMBER 2, 1966



of the educational workshops in the elaboration of plans for the implementation of Regulation 1.¹¹⁶

Through the invitation of the Minister of Education, the names of representatives were suggested by the following regional educational groups within the territorial extent of each of the nine Department of Education district or regional bureaus: school boards; directors-general of schools; principals and vice-principals; teaching personnel; parents' associations; private or associate institutions; teacher training institutions; schools of the specialized network (secondary level); an English-speaking member delegated by parent-teacher associations, home and school associations, and other educational bodies.¹¹⁷

The list of persons suggested by the various regional educational groups was submitted to the General Directorate of Elementary and Secondary Education. Taking into account the proposals of his Elementary and Secondary Directorate, the Minister appointed, by means of an official letter, the members of the respective

¹¹⁶ Ibid., Vol. 3, No 20, December 16, 1966, p. 127.. In the December 16, 1966 issue of Education Weekly, the Minister announced a calendar of major activities concerning the organization and terms of reference of the regional missions. In order to substantiate what actually took place, the writer of this study used the Department of Education files supplemented by the recollections of the writer's personal involvement in certain phases of the forthcoming events.

¹¹⁷ Rapport des missions régionales du règlement 1, Ministère de l'Education, p. 2.

regional missions with one representative of each of the above listed regional groups for each regional mission.¹¹⁸

In mid-February, a two-day colloquy was held in Quebec City for all the members of the Regulation 1 Regional Missions for the purpose of informing the members of their terms of reference and providing intensive study sessions. At these conferences, all the agendas were prepared by the Department of Education officials. At the last session of the colloquy each regional mission elected its chairman.¹¹⁹

According to the Department of Education files, there is evidence to indicate that the consolidation of the regional missions' activities was ensured by the formation of a Provincial Coordinating Committee for Regulation 1 Regional Missions composed of the chairman of each of the nine regional missions, of representatives from provincial Protestant and Catholic (English and French) teachers' associations, of representatives from provincial Protestant and Catholic school board associations, and of representatives from the Directorate of Elementary and Secondary Education, the Directorate of Teacher Education and the Directorate of Interregional Bureaus

¹¹⁸ In fact, the Minister entrusted the Directorate of Elementary and Secondary Education with the responsibility of instituting the Regulation 1 regional missions.

¹¹⁹ Colloque des missions régionales du règlement 1, procès-verbal des réunions du 13 et 14 février, 1967, Québec, p. 8.

of the Department of Education.

Chart 11, page 88, is a schematic diagram of the structures of coordination for the Regulation 1 regional missions. The double arrows indicate a two-way communication with and between the agencies concerned. IRB refers to Interregional Bureaus. The dotted circles represent the individual regional missions; the numbers from 1 to 9 represent the chairman of each mission. (For sake of neatness no double arrows appear between the chairman of each individual regional mission and the Provincial Coordinating Committee).

The Provincial Coordinating Committee's role, which was announced by the Minister of Education, consists in:

- Elaborating and implementing a programme of information and action designed for school boards;
- Establishing contacts with provincial educational bodies;
- Establishing a calendar of activities for regional missions;
- Coordinating the work of regional missions;
- Establishing liaison and consultation with the ¹²⁰ Minister and with the Departmental Directorates.

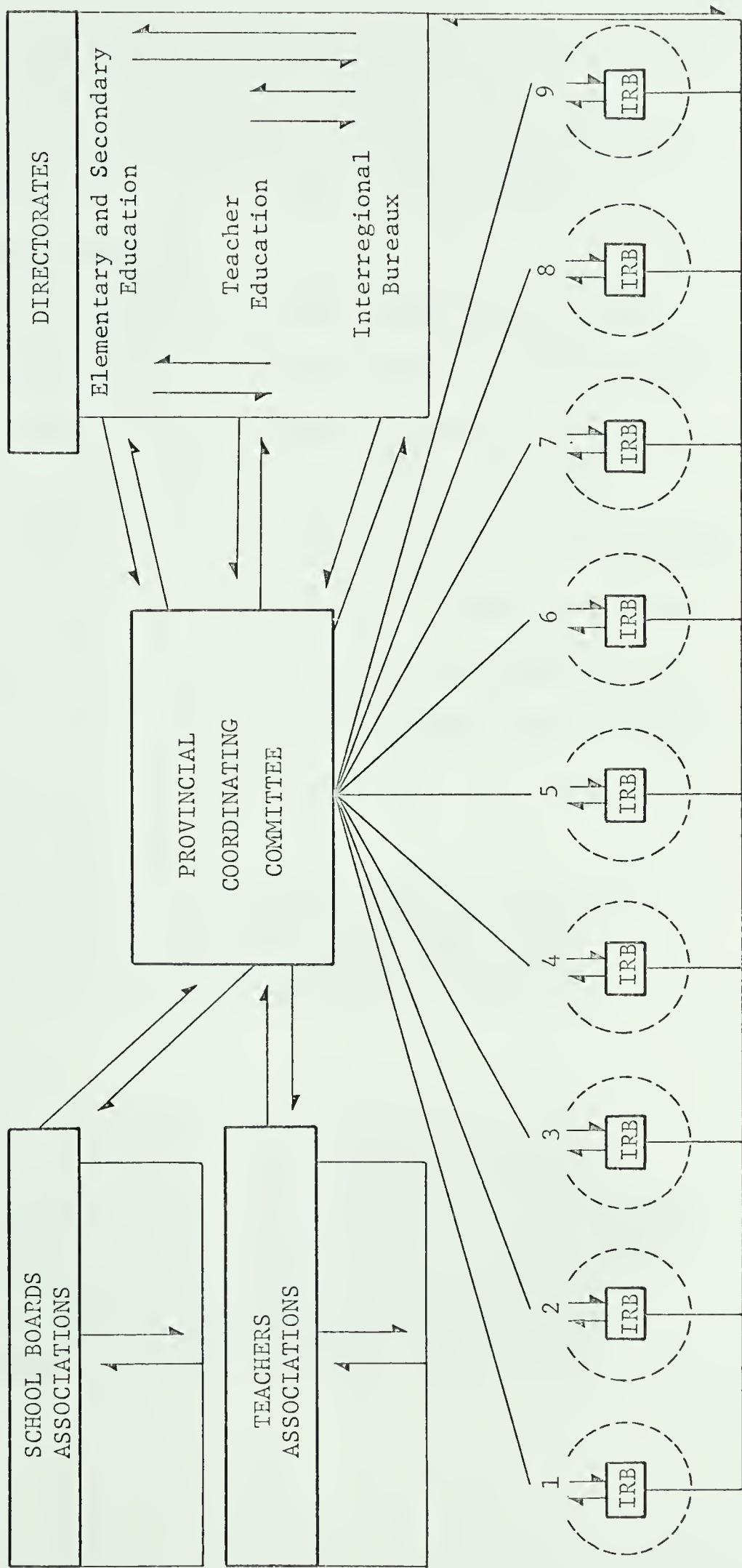
According to the report of the Provincial Coordinating Committee:¹²¹ the president was chosen by the members at its first meeting. The frequency of meetings varies; however, the members

¹²⁰ Education Weekly, Vol. 3. No 20, December 16, 1966, p. 127.

¹²¹ Rapport du comité provincial de coordination, Ministère de l'Education, le 31 mai, 1968, pp. 1-2. The members chose as their president the Director-General of the Elementary and Secondary Directorate of the Department of Education.

CHART 11

STRUCTURES OF COORDINATION FOR REGULATION I REGIONAL MISSIONS



have met at least once a month since its inception. Fifteen days prior to the meetings, the members are invited to submit the subjects they would desire to be included on the agendas.¹²²

Quebec's Educational Workshops

The publication of the Educational Guidebook No. 5, The Educational Workshop, by the Information Service of the Department of Education in February, 1967, is evidence to indicate that the Minister of Education did not wish to establish an official mechanism for participation at the local level for the implementation of Regulation 1. However, in making public its Educational Guidebook No. 5, the Department of Education offered a suggested model of a mechanism for participation at the local level whose function would be to take part in the elaboration of plans or projects for the implementation of Regulation 1.

In presenting this guidebook, the Department does not attempt to impose a single formula. It aims, instead, to do as the Superior Council of Education has done, namely, to justify the participation of all educators,

¹²² Mention should also be made of the study sessions (Quebec City, May 3, 4 and 5) of the joint group composed of representatives from the Catholic and Protestant, French and English, Directors-general of schools and Directors of vocational schools. The purpose of these sessions was to study and analyze the working documents prepared by the Department of Education for the benefit of Educational Workshops and school boards in drawing up projects for the implementation of Regulation 1. Vide Education Weekly, Vol. 3, No 39, May 12, 1967, p. 253.

by proposing, as an example, a structure which is designed to be coherent and efficient.¹²³

The official interpretation of Regulation 1, Section VIII, makes every school, and not the school system as a whole, the pivotal point of the educational reorganization.¹²⁴ Consequently, it is suggested in Guidebook No. 5 that the workshop should be located at this level.¹²⁵

Composition. The members (its artisans) of the Educational Workshop are made up of all the parents of pupils and the teachers at the level of a particular school establishment.¹²⁶

Organization. In essence, Guidebook No. 5 offers as a suggestion that the process of establishing an Educational Workshop takes place in two stages:

(a) A team of group leaders (the instigators) consisting of the Director-General of Schools and the school principals of a given school board and the representatives of teachers and parents of pupils within the territorial district of that board come together in a working team for the purpose of preparing a plan or

¹²³ Department of Education, Information Service, Educational Guidebook No. 5, The Educational Workshop, February, 1967, p. 3.

¹²⁴ Educational Document No. 2, pp. 102-103.

¹²⁵ Educational Guidebook No. 5, p. 15.

¹²⁶ Ibid.

a project for the reorganization of education in keeping with Regulation 1. It is understood that the plan or project should be clearly drawn up and sufficiently flexible to permit the artisans, teachers and parents (the Educational Workshop), to adapt the plan for educational reorganization to the conditions of the educational environment of each school.

(b) The group leaders' plan or project is then presented, as a working instrument, to the teachers and parents (the Educational Workshop) in each school. The members of the Educational Workshop, in each school, can then accept the project, modify it, or recommend to the group leaders another formula which the artisans of the Educational Workshop of a given school feel would be better adapted to the needs of their school.¹²⁷

Operation. The guidebook proposes that the Educational Workshop of a given school be considered as a 'general assembly' which operates through 'working committees' made up of its artisans, representatives of the Educational Workshop's membership. The 'general assembly' retains complete authority over the 'working groups' it may set up; however, in view of the disadvantages inherent in the methods and rate of work in general assembly, the guidebook

¹²⁷ Ibid., pp. 20-21. In fact, the teachers and parents of a given school are the ones who decide to set up a structure enabling them to work together towards the reorganization of the education in their school.

suggests that a group of artisans, representative of the workshop's membership, should be given sufficient authority to enable them to make preliminary studies, to prepare and direct the work of the assembly and to carry out its wishes. The Educational Workshop would then operate through a 'directing committee' and through 'working committees'.¹²⁸

Chart 12, page 93, is a diagram of the proposed structures of an Educational Workshop for the implementation of Regulation 1 as suggested in the Educational Guidebook No. 5. The dotted line represents the advisory technical help and Educational Workshop may wish to receive from a district bureau of the Department of Education.

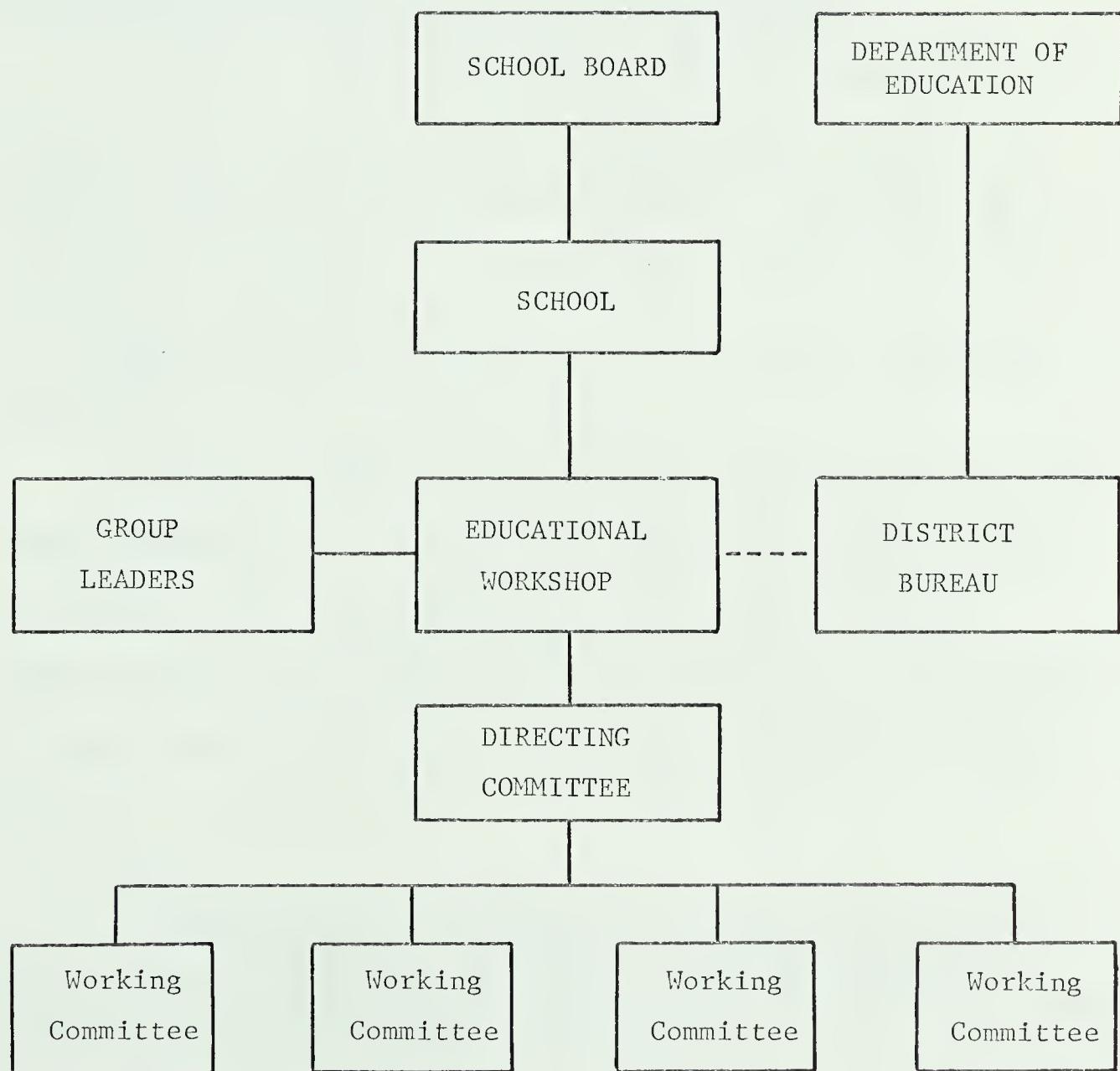
II. THE IMPLEMENTATION OF REGULATION 1, SECTION III

There are no available statistics as to the exact number of Educational Workshops in operation throughout the Province of Quebec; however, the President of the Provincial Coordinating Committee for Regulation 1 Regional Missions stated that "the number of workshops in operation in Catholic and Protestant schools under the control of school boards is impressive indeed."¹²⁹

¹²⁸ Ibid., p. 22. Appendix G is an illustration of the suggested operation of an Educational Workshop as proposed in Educational Guidebook No. 5.

¹²⁹ The president of the Provincial Coordinating Committee for Regulation 1 Regional Missions, Mr. J.G. Vennes, was interviewed in Quebec City, May 9, 1968.

CHART 12

PROPOSED STRUCTURES OF AN EDUCATIONAL WORKSHOP
FOR THE IMPLEMENTATION OF REGULATION I

The formulation of projects for the implementation of Regulation 1, Section III,¹³⁰ in two representative elementary schools, the Protestant Elementary School of Saguenay Valley and l'Ecole Élémentaire Catholique de St-Viateur, will be examined in order to discover to what extent the teaching staff and the parents of these two schools participated in the preparation of their respective projects.

The Protestant Elementary School of Saguenay Valley

On April 9, 1968, the Protestant School Commission of Saguenay Valley passed a resolution requesting the Minister of Education the authority to apply Regulation 1. The resolution states that the teaching personnel involved had been consulted in conformity with the stipulations of Section VIII of Regulation 1.¹³¹

On April 11, 1968, the Secretary-Treasurer of the Protestant School Commission of Saguenay Valley submitted to the Department of Education the project, documents, and prescribed Forms of Authorization for the implementation of Regulation 1, Section III, for age groups 6, 7 and 8 years old for the teaching of Language

¹³⁰ Vide Appendix F. Regulation 1, Section III, concerns the reorganization of graded elementary schools, grades 1 to 7, to an ungraded elementary organization, thereby permitting a continuous pupil progress plan, in part or in whole, of an elementary course of study which extends to six years.

¹³¹ Vide Appendix H.

Arts and Arithmetic.¹³²

According to the Department of Education procedures, the project was submitted to the Department's district bureau for recommendations. On May 6, 1968, the district bureau submitted its report, with approval, to the Department of Education.¹³³

The following extracts from the prescribed Forms of Authorization submitted to the Department of Education by the Protestant School Commission of Saguenay Valley are evidence to indicate that the teaching personnel and parents of the Protestant Elementary School of Saguenay Valley participated in the elaboration of the project through their Educational Workshop organized in keeping with the model suggested in the Department of Education's Educational Guidebook No. 5:

Meetings were held separately with teachers' and parents' committees. Both committees came together and discussed procedures of groupings, reporting to parents, general methods, equipment needed and other relevant matter pertaining to non-grading. Parents' committee reported back to parents and teachers' committee reported back to the teaching staff... A general meeting of the parents was held on April 8, 1968 and it was recommended that Regulation 1 be implemented.¹³⁴

Similar substantiating evidence as concerns participation through the Educational Workshop appears in the report of the Department's district bureau:

¹³² Vide Appendix I.

¹³³ Projet d'application du règlement No. 1, rapport du directeur général du bureau régional, Chicoutimi, le 6 mai, 1968, p. 1.

¹³⁴ Vide Appendix J.

The committee (of the Department's district bureau) studied the project in the presence of the principal, two teachers, and one representative of the Educational Workshop. ...the committee was satisfied that the community is aware of the content and value of this project.¹³⁵

There is also evidence to indicate that the Educational Workshop of this elementary school will not cease to exist once the project has been approved by the Minister of Education:

Educational Workshop...A major part of the activities of this Workshop will be to extend the non-graded system to the upper elementary level. When the plans are more definite, teachers in the upper grades will serve on the Committee.

Report to parents...The Workshop Committee will keep the parents informed about the progress and effectiveness of the system... The plan prepared by the teaching staff will permit them to coordinate their creative efforts. They will meet regularly to assure that the ideas presented in this report will be carried out most effectively... Extra resource materials and equipment, additional texts in reading, language, arts and mathematics will be made available.¹³⁶

L'Ecole Élémentaire Catholique de St-Viateur

La Commission scolaire de Notre-Dame du Lac passed a resolution on May 2, 1968, requesting the Minister of Education the permission to implement his Regulation 1 at l'école élémentaire catholique de St-Viateur; the Commission then submitted to the

¹³⁵ Vide Appendix K.

¹³⁶ Vide Appendix L.

Department of Education a project, documents and the prescribed Forms of Authorization for the implementation of Section III of Regulation 1, on May 8, 1968.¹³⁷

In keeping with the established procedures, the Department of Education district bureau submitted its report to the central office of the Department concerning the implementation of Section III of Regulation 1 at the elementary school of St-Viateur.

A review of the content of the prescribed Forms of Authorization submitted by la commission scolaire de St-Viateur indicates that an Educational Workshop was organized at l'école élémentaire de St-Viateur in keeping with the proposed model published in Educational Guidebook No. 5 of the Department of Education:

The parents are in favour of the project. At a meeting held on May 7, 1968, the directing committee (of the Educational Workshop) studied the project. The project was the result of the work and research of working committees. The general assembly approved the project in its entirety.¹³⁸

Further substantiating evidence as concerns participation by the teaching staff and parents in the elaboration of the project is indicated in the report of the Department's district bureau:

On May 9, 1968, representatives of the district bureau met in a one-day session the members responsible for the

¹³⁷ Vide Appendix M.

¹³⁸ Vide Appendix N.

said project. The bureau is satisfied with the participation of parents...¹³⁹

The continuous operation of the Education Workshop is further guaranteed by the report of the Principal of the school and the President of the Workshop:

The publication of the pedagogical journal will be continued. It contains the reports of the working committees, the suggestions of parents, and the experimental projects undertaken by the teachers... the parents will be kept informed through its general assembly...¹⁴⁰

III. CONCLUDING REMARKS

There is evidence to indicate that an official provision was established for the participation of the academic personnel in the elaboration of plans or projects in each individual school as advanced in Section VIII of Regulation 1 of the Minister of Education; however, it appears that the translation of this provision into concrete actions was long in taking effect. It was found that the apparent inactivity in the implementation of the participating provision at the local level was due, in part, to the fact that Regulation 1 of the Minister of Education, adopted in May 1965, was not officially interpreted before September, 1966, at which time the Education Document 2 of the Minister of Education was made public. It was also found that the Department of Education was not prepared to process efficiently the submitted projects as

¹³⁹ Vide Appendix O.

¹⁴⁰ Vide Appendix P.

indicated in the study of the reorganization of the Department of Education on December 2, 1966. In effect, the setting up of district bureaus throughout the province was, in part, intended to facilitate the implementation of Regulation 1 by providing technical assistance at the point of action. Also, the consolidation of the Directorates of School Organization and of Curriculum and Examinations under one Directorate, was intended to provide an efficient and unified system including the final study of Regulation 1 projects submitted by individual school boards.

The formation of mechanisms for participation for the implementation of Regulation 1 policy did not originate at the local level. In fact, the Department of Education provided leadership as concerns participation at the local level for the elaboration of projects for implementation as evidenced by the publication of Educational Guidebook No. 5 and recognized by the Minister of Education in the formation of Regulation 1 Regional Missions whose terms of reference were determined by him. In effect, the model suggested by the Department for the preparation of plans or projects for the implementation of Regulation 1, in whole or in part, as proposed in the Educational Guidebook No. 5, appears to have become the established pattern as a mechanism for participation at the local level as evidenced by the preparation of non-graded organizational plans in two representative elementary schools.

Although there are no available data to indicate the nature and scope of the participation by the members of the educational workshops of the two representative elementary schools concerned,

it can be stated that the academic personnel and the parents came together, at the local level, to study a reorganizational plan.¹⁴¹ The recommendations of the participating members were, in fact, taken into account by the school boards concerned¹⁴² and by the Minister of Education as evidenced by the report submitted by the Department of Education officials.¹⁴³

It should be noted that the original intent of the official provision for participation, that of the academic personnel, as stated in Section VIII of Regulation 1, was far exceeded through the addition of another participating dimension - that of parents -¹⁴⁴ as suggested in the composition of the Educational Workshop.

¹⁴¹ Vide Appendices J and N.

¹⁴² Vide Appendices H and M.

¹⁴³ Vide Appendices K and O.

¹⁴⁴ Vide Appendices J and N.

CHAPTER VI

SUMMARY, CONCLUSIONS AND IMPLICATIONS

...the existence of an authentic, enlightened, constant and positive participation of the dynamic and responsible element of society in educational reform is, at the present moment, the feature that best characterizes the educational situation in Quebec...¹⁴⁵

This concluding chapter presents a summary of the problem, methodology, and findings of the study. Conclusions which have been reached and implications for school boards, the academic personnel and parents constitute the final sections.

I. SUMMARY

The Problem

On many occasions since 1964, a statement of policy regarding participation has been formulated by political leaders and Department of Education officials. Furthermore, this statement of policy has been repeated in one publication after another since that date.

The purpose of this study was to find out to what extent, if any, the elaboration and execution of the plan for education development were effected through the participation of individuals, of groups and of institutions since the creation of the Department of Education on May 13, 1964.

¹⁴⁵ Superior Council of Education, Annual Report 1964/65, Introduction, p. xi.

Methodology

The general procedure of this study was historical, employing a variety of sources. However, in view of the complexity of the investigation of this study, an orderly and systematic approach was required. For that reason, a description in historical outline of the main highlights of the administrative structures of Quebec's educational system to May 13, 1964, was reported so that the research may be viewed within some sort of context.

In order to establish a method of investigation, the writer of this study took into account two historical periods, namely, Confederation to 1964, and the creation of the Department of Education on May 13, 1964 to 1968.

From Confederation to 1964, the purpose of the investigation was to provide a background for the study in order to establish the forms participation had taken in the Province of Quebec prior to the creation of the Department of Education in 1964.

From 1964 to 1968, the general problem was broken down into the following questions.

(1) To what extent, if any, were constitutional provisions made for participation at the provincial and local levels? If so, to what extent, if any, were these provisions translated into mechanisms of participation?

(a) To what extent were the mechanisms of participation related to the formal structure, that is, the Minister of Education, the Department of Education, the school boards and the schools?

What provisions were made for the coordination of these participating agencies at the provincial and local levels?

(b) From which groups within the population were the participants drawn? Were these members elected or appointed? By whom? In what ways were these members officially sanctioned?

(c) Did the members serve as individuals or as representatives of interest groups or associations?

(d) Who determined the terms of reference? How was the chairman chosen? How often did the members meet? Who set the agenda?

(2) To what extent, if any, was there evidence to indicate that the recommendations of the participating members were translated into educational policies at the provincial level and plans for implementation at the local level?

Confederation to 1964. The method of investigation within that period consisted of: (a) finding evidence to indicate to what extent provisions for participation had been provided in the statute laws; (b) determining the extent to which these provisions had been translated into mechanisms of participation in the form of committees or commissions in the Catholic or Protestant Committee of the Council of Public Instruction, and in commissions of inquiry considered as advisory agencies to the government; and (c) finding out to what extent these agencies related to the formal structure, that is, the Council of Public Instruction and its confessional committees (Catholic or Protestant), the school boards and the schools.

The composition and the activities of these mechanisms were

examined to determine the forms participation had taken to 1964 and to find out to what extent the recommendations of the participating members were translated into educational policies.

From 1964 to 1968 at the provincial level. The procedure of the investigation at this level consisted of finding out the extent to which provisions for participation had been provided in the statute law and in determining to what extent these provisions had been translated into mechanisms of participation in the form of advisory bodies for the elaboration of educational policies, and in finding out to what extent these mechanisms related to the formal structure.

The composition and activities of two representative advisory bodies, the Planning Committee for Educational Development and the Commission of Elementary Education were investigated to determine the forms participation had taken at the provincial level after 1964.

The development of a representative policy of the Minister of Education, Regulation 1, was examined to find evidence to indicate to what extent the recommendations of the participating members of the two representative advisory bodies (the Planning Committee for Educational Development and the Commission of Elementary Education) were taken into account in the final form of this representative educational policy (Regulation 1).

From 1964 to 1968 at the local level. The technique of the investigation at this level consisted of determining the official

provisions for participation and in discovering to what extent these provisions had been translated into mechanisms of participation for the preparation of plans or projects for implementation and how these participating mechanisms or agencies related to the formal structure.

The development of two projects for the implementation of Regulation 1 policy in two representative elementary schools, one French Catholic and one English Protestant, were examined to discover the forms participation had taken and to determine to what extent the recommendations of the participating members were taken into account.

Findings

From Confederation to 1964. It was discovered that official provisions for participation were included in the statute laws prior to the creation of the Department of Education in 1964 with respect to the Catholic and the Protestant Committees of the Council of Public Instruction. In fact, the respective confessional committees operated independently (as a result of the legislation of 1875) through appointed sub-committees, commissions, and 'ad hoc' sub-committees; however, such organizations were more a matter of necessity than of policy. On the Catholic side, the participating members were generally appointed directly and not through any associations. On the Protestant side, some effort were made to include representatives of the Provincial Association of Protestant Teachers.

The creation of a complex mechanism by the Catholic Committee as evidenced by the existence of 575 positions made it difficult to determine to what extent the recommendations of the participating members were translated into educational policies. On the other hand, the small number of sub-committees on the Protestant side, seven sub-committees in operation in 1960, made it possible for the participating members to translate their recommendations into the elaboration of educational policies for Protestant education.

It was found that no provisions were made by either confessional committee for the establishment of mechanisms for participation at the local level for the implementation of educational policies. In fact, detailed prescriptions for implementation were included in the policies.

It was shown that educators in the Province of Quebec showed little interest in establishing organized associations until the 1940's and as late as 1950 there were only a few organized groups that were interested in the general aim of the schools, the general problems of educational organization and courses of study, and relations between the school and society. Of these organized groups, interest was manifested earlier and more clearly in Anglo-Protestant circles than in French Catholic circles as evidenced by the formation of a Protestant teachers' association as early as 1864.

The study revealed that the Quebec Government, on the recommendations of the Catholic or Protestant Committee, instituted six commissions of inquiry to study problems related to education.

Although it was found that the representatives of organized bodies played an active part in the discussion of educational problems in the Tremblay Commission, in 1953, and in the Parent Commission, in 1961 and 1963, such participation was not the result of an established policy nor did these commissions formalize a policy of participation. However, it may be said that a trend toward participation by representatives of interest groups or associations and by individuals in educational matters began to appear in the Tremblay Commission in 1953 and became popularized through the working procedures established by the members of the Parent Commission from 1961 to 1963. On May 13, 1964, the Department of Education was created as the result of the recommendations submitted to the government in the first report of the Parent Commission.

It should be pointed out that, prior to 1964, the formation of mechanisms by the Catholic and the Protestant Committees and the institution of commissions of inquiry by the Government of Quebec to study educational problems did not eliminate the divisions which characterized the life of the two ethnic and religious groups, French Roman Catholic and English Protestant, in Quebec education.

From 1964 to 1968 at the provincial level. The study revealed that the Education Department Act (1964) included a permissive provision by which the Minister of Education may cause studies to be made by such persons or body as he may designate, or by any committee that he may establish for such purpose. Evidence drawn from the organization of the Department of Education in 1964

indicated the Minister translated the above provision into his nonconfessional administrative structures which aimed at the principle of participation as evidenced by the formation of working teams on the level of the Deputy-Ministers and on the level of the general directorates, and by the formation of a vast machinery of consultative bodies (established by the expressed wish of the Minister) in the form of planning and of study committees, advisory to the Minister, and attached to the Planning Directorate of the Department of Education. It was also found that an advisory body to the Minister of Education, the Superior Council of Education, was created in the Superior Council of Education Act (1964).

The investigation of the activities of two representative advisory agencies, the Planning Committee for Educational Development attached to the Department and the Commission of Elementary Education of the Superior Council, revealed that the members of these advisory groups were selected in keeping with the principle of consultation in the recruitment from the representatives of Catholic and Protestant educational associations (public and private sectors) and appointed by the Minister for the planning committee and by the Council for the elementary commission. Except for the terms of reference and the selection and appointment of the chairmen, which were determined by the Minister for the planning committee and by the Council for the elementary commission, the members, once appointed, acted as individuals (in a unified body, that is, Catholic and Protestant, French and English, together) and not as representatives of any associations.

The examination of the development of a representative educational policy, Regulation 1 of the Minister of Education, indicated that the Minister with the collaboration of high-ranking Roman Catholic and Protestant officials of the Department of Education prepared the first draft of the regulation whose content reflect the recommendations submitted in the Parent Report. The policy draft took its final form after consultation with the members of the Minister's advisory Planning Committee for Educational Development and through consultation with the Minister's constitutional advisory body, the Superior Council of Education.

On the question of whether the recommendations of the participating members of the advisory bodies are translated into the educational policies, the minutes of the Planning Committee for Educational Development and of the Superior Council of Education substantiated that most of the suggestions made by these two consultative agencies concerning Regulation 1 were taken into account.

It appears that the consultative approach in the formulation of educational policies through planning committees established by the Minister as advisory agencies duplicates the advisory task of the Superior Council of Education and its committees and commissions established by law in the Superior Council of Education Act. In fact, the research was not intended to establish the extent of the implications derived from the duplications of advisory bodies; however, the creation of advisory bodies by the expressed wish of the Minister leaves a number of questions unanswered. Was the formation of advisory Planning Committees by the Minister of

Education intended by the Minister to recognize or to promote the idea of a Superior Council of Education as an inoperable body somewhat the same as the Council of Public Instruction of the pre-1964 days? On the other hand, it was shown in this study that the draft of Regulation 1 policy was submitted to the respective advisory bodies prior to its approval by the Minister. The apparent duplication involved in the consultative approach leads one to conclude that the terms of reference of the Superior Council of Education and of its confessional committees and of its educational commissions and the terms of reference of the respective Planning Committees will require further refinement in order to prevent an ostensible encroachment of consultative functions.

From 1964 to 1968 at the local level. It was discovered that an educational policy, Regulation 1 of the Minister of Education, formulated through participation at the provincial level included a consultative clause - that of the academic personnel - as a necessary condition for its implementation at the local level; however, no evidence was found to indicate that the Minister established mechanisms for participation at this level.

Additional evidence drawn from the publications of the Department of Education indicated that a mechanism of participation, the Educational Workshop, for the preparation of plans or projects for the implementation of Regulation 1 was suggested as a model in the Department's Educational Guidebook No. 5; however, the model as suggested by the Department included an added participating dimension - that of the parents. The participation of parents in

the formulation of projects was supported by the Minister as evidenced by the formation of his task force, the Regulation 1 regional missions, whose terms of reference, determined by him, consisted in guiding and assisting the members of the educational workshops in the elaboration of plans for the implementation of Regulation 1.

The structures and activities of the participating model suggested by the Department, the Educational Workshop, became the accepted pattern for policy implementation as evidenced by the investigation of the preparation of two projects for the implementation of Section III of Regulation 1 in two representative elementary schools, one French Roman Catholic and one English Protestant, and the recommendations of the participating members, the academic personnel and the parents, were taken into account by the school boards and the Minister.

II. CONCLUSIONS

At the outset of this study it was mentioned that on many occasions since 1964 a statement of policy regarding participation had been formulated by political leaders and Department of Education officials. In effect, was this policy implemented throughout the educational system or was mere lip-service being paid to this policy?

The investigation of different events reveals that a new approach, that of participation, to the study of educational problems has evolved in the Province of Quebec. Evidence of this new trend in Quebec education was substantiated in the study of the structures

and activities of advisory mechanisms for participation both at the provincial and local levels with the recommendations of the participating members taken into account by the Minister of Education and the school boards. Consequently, from the above findings, it can be stated that, since 1964, the policy of participation has been implemented throughout the educational system.

The main conclusion reached as a result of this study is that the policy of participation did not originate within the provincial educational system at the creation of the Department of Education on May 13, 1964. In fact, participation in educational matters appeared outside the formal structure as early as 1953 in the Tremblay Commission and became popularized in the working procedures of the Parent Commission from 1961 to 1963. In essence, the Minister of Education merely popularized the policy of participation and gave it definite form.

It may also be concluded that the establishment of a unified Department of Education and the implementation of a policy of participation brought an end to a long-standing isolation between the two groups, Catholic and Protestant, at the provincial level as evidenced by the presence of members of the two groups in all the steps involved in the formulation of the Minister's first educational policy, namely, Regulation 1.

While it is difficult to assess a trend when in the midst of it, it may be stated that participating tendencies that have become manifest in Quebec society have brought the people of Quebec face to face with a new situation, that is, the active dialogue of

representatives of associations and of educators in the elaboration of educational policies and in their execution which involves certain implications. To this, we now turn.

III. IMPLICATIONS

The findings of this study can be linked with a number of related issues in educational administration both at the provincial and local levels.

Implications at the Provincial Level

The introduction of representatives of associations and of individuals beyond the Department of Education for the purpose of participating in the elaboration of educational policies implies a confrontation of conflicting opinions and ideas. On the one hand, the new working procedures will necessitate the introduction of a language built around the idea of responsibility rather than on the monopoly of special interest groups; on the other hand, the officials of the Department of Education and the participating members of the advisory bodies will have to establish a close working relationship and to guard themselves against turning the structured and activated mechanisms into a mere façade.

Implications at the Local Level

School boards. By definition, a school board is a corporate body of trustees, elected or appointed, which have been charged with the responsibility of administering the schools within its territorial jurisdiction. As such, boards of education serve many

purposes. Primarily, it is through their board that the citizens of a school district exercise direct control over their own schools, always in keeping with regulations laid down by the provincial authority.

As indicated in this study, the projects for implementation of Regulation 1 originated and took form through the academic personnel and the parents with the school boards concerned approached for their final consent before submitting the projects to the Minister for approval.

The requirements for implementation of Regulation 1 raise many pertinent questions as to the purpose and functions of school boards. Are boards of education in Quebec to become mere rubber stamps for the introduction of innovative plans or are these boards to serve as watch dogs over the academic personnel and the parents with an eye on the tax dollar implicated in the projects? On the other hand, the participation of the academic personnel and parents' groups may serve to stimulate interest in school matters with the possibility of improving the selection of better board members.

The academic personnel. The study revealed that the academic personnel has a responsibility in the drawing up of plans or projects for implementation. This new approach which invites directors-general of schools, principals and the members of the teaching staff to participate in the preparation of educational plans will necessitate a staff reorganization which is adaptable enough to make real school organization and curriculum improvement

possible and feasible. In turn, the cooperative nature of the task and the challenge for educational improvement will call for a better trained academic personnel.

The parents. In Quebec, the consultation of parents in matters pertaining to education represents an entirely new dimension. The shape of dialogue between the academic personnel and the parents will have to be discovered and defined. To begin with, channels will have to be set up through which information can flow, rapidly and directly, in both directions, so that all parties concerned will be kept informed of the educational developments in a given situation. In this way, a wholesome school-community relationship can develop which may otherwise result in a situation whereby a few interested parents will participate in the elaboration of plans thereby satisfying the basic requirement.

Implications for further research. In Quebec, participation in educational reform is an entirely new experience. In fact, prior to 1964, the formulation of educational policies and the detailed prescribed forms of implementation were reserved to small highly compartmentalized, inward-looking and, at times, demanding groups whose decisions were made behind closed doors with limited consultation with responsible bodies.

It has been shown in this study that, since 1964, the formulation of educational policies and the method of implementation depend on dialogue and group participation. Out of this style of work, there has no doubt emerged a confrontation of various points of view

resulting in open conflicts both at the provincial and local levels. It would therefore require further study to determine the nature and the cause of these conflicts that could have risen out of this implementation of a policy of participation; to determine the effects of these conflicts, and to determine to what extent participation has served to improve the educational reform or to breed social revolt.

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APPENDICES

APPENDIX A

COMMISSIONS OF INQUIRY TO 1964 *

- 1 - In 1924, Commission Lomer Gouin. Its terms of reference:
 - a) the extension of powers and authority of the Roman Catholic School Commission of Montreal; b) the education of Jewish children attending Protestant or other schools; c) the financial situation of the Protestant schools in Verdun.
- 2 - In 1926, the Commission Lomer Gouin on the situation of the Catholic schools in Montreal.
- 3 - In 1937, the W.A.F. Hepburn Commission of Inquiry (requested by the Protestant Committee of the Council of Education) on all aspects of the Protestant sector.
- 4 - In 1951, Sous-comité de coordination de l'enseignement à ses divers degrés (appointed by the Catholic Committee of the Council of Education). Its term of reference: the integration of the educational system. Report submitted in 1953 comprising 29 recommendations from kindergarten to university.
- 5 - In 1953, The Royal Commission of Inquiry on Constitutional Problems. Presided over by Judge Thomas Tremblay. Out of 250 briefs presented to the Tremblay Commission by the various associations and socio-economic groups, 140 briefs concerned the problem of education thereby requiring the Commission to include three chapters and an additional volume on education in its report. The main areas dealt with were:
 - a) The right of everyone to receive an education which he is capable of acquiring and which corresponds to his ability, without regard to the financial situation of his family;
 - b) The necessity of the clergy to make room for the laity in all the functions of education and to relinquish gradually certain areas such as technical and higher education;
 - c) The study of demographic and financial problems of education;
 - d) The creation of a school credit division to assist the school commissions and to award a grant of \$200.00 per student registered in a private institution;
 - e) The problems of technical education, adult education, and the training of teachers;
 - f) The creation of a Department of Education consisting of five councils for the elementary, secondary, technical, and university levels, and a general superior council;

g) An autonomous Protestant Council, etc.

- 6 - In 1961, The Royal Commission of Inquiry on Education in the Province of Quebec. Its term of reference: all aspects of education in the Province of Quebec. Popularly known as the Parent Report, after the name of the commission chairman, the Right Reverend Alphonse-Marie Parent, Vice-Rector of Laval University. The report, in five volumes totalling 1,445 pages, was not completely published until May, 1966. The five volumes have been so widely read that a pocket-book edition was authorized for publication.

Composition:

Mgr. Alphonse-Marie Parent, Gérard Filion, Paul Larocque, David Munroe, Rev. Sister Marie Laurent de Rome, Jeanne Lapointe, John McIlhone, Guy Rocher and Arthur Tremblay (Associate Commissioner). Staff of the Commission: Louis-Philippe Audet, secretary, Michel Giroux and C.W. Dickson, associate secretaries, Guy House, legal adviser, and Rémi Lavigne, Chief of secretariat.

Procedures:

The general working procedures of the Commission were:

- weekly meetings: 3 or 4 per week
- private interviews: 125 persons
- public hearings: 41 days in 8 different cities
- visits of educational institutions: 47 institutions visited
- visits outside Quebec: in May 1962, Canada and the United States; in January and February 1963, 11 European countries visited
- briefs presented to the Commission: over 300
- documents used: briefs, minutes of all meetings, and interviews registered on tape and "requested research" by specialists (about fifty).

Report:

Five volumes, an appendix and an index:

- Vol. I The Structure of the Educational System at the Provincial Level, submitted in April, 1963.
- Vol. II The Pedagogical Structures of the Educational System (A. The Structures and the Levels of Education), submitted in November 1964.
- Vol. III The Pedagogical Structures of the Educational System (B. The Programmes of Study and the Educational Services), submitted in November, 1964.

- Vol. IV The Administration of Education (Religious, Cultural Problems, and Administrative Unification), submitted in May, 1966.
- Vol. V The Administration of Education (Finance), submitted in May, 1966

* Translated by the writer.

APPENDIX B

THE NAMES OF THE ASSOCIATIONS REPRESENTED ON THE PLANNING COMMITTEE FOR EDUCATIONAL DEVELOPMENT

La fédération des commissions scolaires catholiques du Québec

Quebec Association of Protestant School Boards

La corporation des instituteurs et institutrices catholiques
du Québec

Provincial Association of Protestant Teachers of Quebec

Provincial Association of Catholic Teachers

Universities' Committee

La fédération des collèges classiques

L'association professionnelle des professeurs laïques de l'ensei-
gnement classique

L'association des instituts familiaux du Québec

La fédération des frères éducateurs

L'association des religieuses enseignantes du Québec

L'association des directeurs de l'enseignement technique et
professionnel du Québec

L'association professionnelle des professeurs de l'enseignement
spécialisé

L'association des principaux d'écoles normales

L'association des professeurs laïques des écoles normales catho-
liques du Québec

L'association des directeurs généraux des écoles

La fédération provinciale des principaux d'écoles du Québec

Quebec Association of Protestant School Administrators

L'association des secrétaires municipaux et scolaires

Corporation of Vocational Guidance Counsellors of Quebec

APPENDIX C

COMMISSION OF ELEMENTARY EDUCATION

Chairman

Réal CHARBONNEAU, Longueuil
Member of the Superior Council of Education

Members

Wallace LAMBERT, Montreal
Professor in the Department of Psychology, Faculty of Arts and Science, McGill University

Lorenzo LAROUCHE, Montreal
Director of Elementary French Schools, Montreal Catholic School Commission

Miss Aimée LEDUC, Montreal
Professor in the Faculty of Education, University of Montreal

Miss Shirley McNICOL, Ste-Anne de Bellevue
Assistant Professor of Childhood Education, MacDonald College

Walter MURPHY, Montreal
Director of Elementary English Schools, Montreal Catholic School Commission

Mrs. Sarah PALTIEL, Montreal
Vice-Principal of Wagar High School

Miss Louise PELLETIER, Quebec
Teaching Staff, Department of Pre-school Education, Faculty of Education, Laval University

Miss Irène SENECAL, Montreal
Teaching Staff, School of Fine Arts, Montreal

Miss Clarisse ROY, St-Jean
Principal of Notre-Dame de Lourdes Grand Bernier Elementary School, St-Jean

Rev. Sister Ste-Marguerite-du-Rédempteur, C.N.D., Montreal
Teaching Staff, Institut Pédagogique, Montreal

Rev. Sister Marie-Rose-Cécile, C.S.C., Montreal
Director of the Centre social scolaire de Ste-Croix, Montreal

Rev. Sister Marie-de-la-Visitation, S.A., Montreal
Specialist in Cathechetics, Provincial Cathechetical Office;
Teaching Staff, University of Montreal

Rev. Sister Yolande-de-l'Immaculée, F.C.S.C.J., Sherbrooke
Teaching Staff, Ecole normale Notre-Dame du Sacré-Coeur
de Sherbrooke

Miss Simone VOYER, Ste-Foy
Teaching Staff, Department of Physical Education,
Faculty of Education, Laval University

Secretary

Paul-Emile DROLET.

APPENDIX D

PROPOSED DRAFT OF REGULATION 1

Text of the proposed Regulation 1 as submitted by the Minister of Education to the Superior Council of Education.

Article I

"To be admitted to the first year of the elementary courses, pupils must attain the age of six years before the first day of October of the school year then in progress.

During the years 1965-66, 1966-67, however, it will be permissible for a school board to admit to the first year a pupil who will have attained the age of six years before the first of January."

Article II

"As a general rule the elementary course extends over six years. However, a pupil may be promoted to the secondary course after five years if he is deemed to be suitably qualified. Promotion to secondary course becomes obligatory after seven years."

Article III

"At the beginning of each school year pupils shall be classified according to age. They shall then be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course in each school."

Article IV

"At least one month before the end of the school year, examinations in the mother tongue and in mathematics shall be administered by the Department to pupils who are completing the elementary course."

Article V

"A pupil promoted to the secondary course at the age of twelve years or more shall be enrolled either in subjects at the seventh year level or in preparatory subjects. A pupil of the age of eleven years may be promoted to the secondary course only if he is qualified to enroll in subjects which are exclusively at seventh year level."

Article VI

"Promotion in the secondary course shall take place, separately, in each of the subjects studied. As a general rule, the range in levels of the various subjects in which a pupil is enrolled should

not exceed the equivalent of two grades."

Article VII

"The secondary course of study extends over a period of five years. It is no longer divided into distinct sections or courses but includes all the subjects now provided by the regulations in force for classes of the seventh to the eleventh years, and in the case of French-language, Catholic schools, for the special twelfth year commercial class. It no longer includes, however, subjects of equivalent content which now appear in the courses of study of several sections. In this case, only one of these subjects remains on the course of study."

Article VIII

"The provisions of the present regulations may be applied, in whole or in part, in any school where the school board, after consultation with the academic personnel concerned, has obtained authorization to this end from the Minister, under such conditions as may be determined by him."

APPENDIX E

PROPOSED DRAFT OF REGULATION 1: RECOMMENDATIONS OF THE SUPERIOR COUNCIL OF EDUCATION SUBMITTED TO THE MINISTER OF EDUCATION

The Council recommends the adoption of this first regulation and declares itself favourable to the measures it advocates. The Council desires, however, to draw the attention of the Minister of Education to certain aspects of the wording as well as to an occasional lack of precision. It desires further to make certain recommendations respecting the implementation of the regulation.

Article I

The Council recommends the adoption of this article. It suggests, however, that the words "the first year" be replaced, if possible, by another expression which could not be interpreted as meaning that the elementary school course is divided, as it formerly was, in a certain number of grades. It is in favour of a regulation that seeks to prevent children from beginning their school course too soon. The liberty allowed school commissions to apply this measure at their convenience during the next three years seems reasonable and will give local authorities sufficient time to organize kindergarten classes. It is extremely important, in our opinion, that during this period, the Minister take the most effective measures possible to stimulate the training of competent teachers for kindergarten classes.

Article II

The Council declares itself in favour of the principles contained in this article.

However, the actual wording may lead to certain abuses. The acceleration that permits children to complete the elementary school course in less than six years should not be allowed to prejudice the broader development of the pupils. Furthermore, the expression "jugé apte" in the French text should be made more explicit; it might otherwise lend itself to too varied or too arbitrary and interpretation.

The Council therefore makes the following suggestions to improve the wording of the article:

- 1 - that the last sentence be placed in second place so as to make it clear that a seven-year elementary school course is normal for a certain number of pupils;
- 2 - that the sentence stating that the elementary school course may occasionnally be completed in five years be

placed at the end of the article to show that this is exceptional. To express this idea and to make the words "jugé apte" clearer, this latter sentence might be written as follows:

In exceptional cases, a pupil may, nevertheless, be promoted to the secondary school course at the end of five years if he is considered qualified, according to the criteria jointly determined by the academic personnel of the school.

The Council also suggests that, in the English version, "extends" be replaced by "shall extend".

Article III

The Council recommends the adoption of this article. However, implementation of the same presents a certain number of problems. Pupils, who will already have been classified by age, will need to be divided into working groups in the formation of which account must be taken of the aptitudes, interests and individual performance. A wise choice of criteria to govern the formation of groups will be needed.

The academic personnel of each school should be assisted by educational counsellors who will make sure that the norms governing the determination of these criteria conform to the principles of the "activist" school.

To ensure individualized instruction and methods that are truly activist, working groups must not be too large. They should number from 25 to 30 pupils. It must be noted here moreover, that these figures are given only in the context of the actual state of knowledge on this question.

The Council therefore recommends that the Department of Education undertake a broad study of this problem in view of its importance and its implications.

Article IV

The Council favours the adoption of this article because it recognizes that an examination administered in the two fundamental disciplines designated by name is necessary to evaluate the situation on a province-wide scale.

The article is, however, marked by an occasional lack of precision. Thus, the examination referred to here is, doubtless, an examination concerning the mother tongue. It would be well too to name the two official languages: French and English. Finally, the examination dealing with the mother tongue can assume so many different forms that it might be wise to give more precise details concerning the forms that it should take. This might even have the effect of giving a new direction to the teaching of the mother tongue.

These examinations should not be used as promotion examinations nor should they be the only criterion in the grading of students in the secondary school course.

Article V

The Council recommends the adoption of this article. It declares itself particularly in favour of instruction in subjects leading to secondary school studies with this instruction normally being given in the secondary schools.

In view of the fact that in exceptional cases certain pupils might be admitted to the secondary school course at the age of eleven, the Council reminds those concerned of the need of seeking to enrich and to broaden the course at the elementary level. It may at times be better to give a child a year in which to mature and to broaden his knowledge than to have him begin his secondary school course at a time when he is too young to benefit fully from it or to integrate successfully in the huge adolescent population of the secondary school.

Article VI

The Council is in agreement with this article of the regulation as worded.

Promotion by subject takes into account individual differences of pupils. Pupils have varying aptitudes and inclinations and this formula gives them an opportunity to choose the subjects that best match their capabilities and their aims. They may also, in this way, proceed at the pace which suits them best.

The expression "as a general rule" gives the second part of this article sufficient flexibility. Even if it is desirable usually that there should not be more than a two-years' spread between levels in the various subjects, it is possible that this principle, if applied rigidly in all cases, might prove harmful to the progress of certain pupils. It is therefore well that Article VI, as drafted, provides a certain latitude in the application of this rule.

The Council suggests that, in the English version, "two grades" be replaced by "two-grade levels".

Article VII

The Council recommends the adoption of this article. It approves the length of the secondary school course, that is, a programme extending over a period of five years. It also favours the abolition of "sections". (Translator's note: Pre-determined fixed combination of courses).

However, it recommends that great prudence be observed in implementing this latter provision so that students' ultimate goals will not be jeopardized. Care must be taken that the subjects chosen meet the requirements of the faculties or school to which students wish to be admitted and the pre-requisites of the courses that they wish to take, student goals being taken into account.

There is an urgent need for the various institutions providing instruction beyond the secondary school level to state clearly their entrance requirements so that students, parents and teachers may be better informed.

Each school should also put the proposed changes into effect by degrees, one or two steps at the time, depending upon the resources of the school in teaching areas and in teaching personnel.

Difficulties implementing a regulation of this kind are not due to the changes themselves but to a lack of coordination between the courses of study at different local levels and to other deficiencies that can be discerned.

Subject promotion and the introduction of optional subjects will mean the end of the classroom teacher. Whatever measures are necessary will, therefore, have to be taken to provide students with competent persons to assume the role so far played by the classroom teacher.

The Council suggests that the English text of Article 7 read as follows:

The secondary course of study shall extend over a period of five years.

It shall not be divided into distinct sections of courses, but shall include all the subjects now provided by the regulations in force for classes of the seventh to the eleventh years and, in the case of French-language, Catholic schools, for the special twelfth year commercial class. It shall not, however, include subjects of equivalent content which now appear in the courses of several sections. In this case, only one of these subjects shall be on the course of study.

Article VIII

The Council approves Article VIII. It recommends that the regulation be implemented by stages and with all necessary vigilance during the experimental period. With regard to conditions to be imposed for the implementation of the regulation, the Council

- a) is of the opinion that these conditions should be made known to the persons concerned as soon as possible;
- b) is strongly desirous that the text outlining these conditions be forwarded to the Council before being sent to the school commissions in view of the importance it attaches to these conditions;
- c) recommends that the Department of Education will take whatever action is necessary to ensure the publication, at the earliest possible date, of first, the new courses of study, and second, the teacher education programme.

Note: The Council suggests the deletion of the words "in any school" in the English version.

One question arises, however, regarding independent institutions. What is going to happen in the case of these schools, inasmuch as the present regulations apply only to schools operated by school commissions? This question warrants serious consideration.

APPENDIX F

REGULATION 1

Text of Regulation 1 of the Minister of Education in the form as approved by the Lieutenant-Governor-in-Council on May 11, 1965.

Section I

"To be admitted to the first year of the elementary course, a pupil must attain the age of six years before the first day of October of the school year then in progress."

During the school years 1965-66, 1966-67, and 1967-68, however, it will be permissible for a school board to admit to the first year a pupil who will have attained the age of six years before the first of January."

Section II

"The elementary course of study shall extend over six years. Promotion to the secondary course becomes obligatory after seven years. Under exceptional circumstances, a pupil may be promoted to the secondary course after five years if he is deemed to be suitably qualified."

Section III

"In each school, at the beginning of the school year, pupils shall be classified according to age. They shall be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course in the school."

Section IV

"Not later than one month before the end of the school year, the Department shall conduct examinations in the subjects of English or French, as the case may be, and of Mathematics for pupils who are completing the elementary course."

Section V

"A pupil promoted to the secondary course at the age of twelve years or more shall be enrolled either in subjects at the seventh year level or in preparatory subjects. A pupil at the age of eleven years may be promoted to the secondary course only if he is qualified to enroll in subjects which are exclusively at seventh year level."

Section VI

"Promotion in the secondary course shall take place separately in

each of the subjects studied. As a general rule, the range in levels of the various subjects in which a pupil is enrolled should not exceed the equivalent of two grade levels."

Section VII

"The secondary course of study shall extend over five years."

"It shall not be divided into distinct sections of courses, but shall include all the subjects now provided by the programs in force for classes of the seventh to the eleventh year levels, and, in the case of French language, Catholic schools, for the special twelfth year commercial class. It shall not, however, include subjects of equivalent content which now appear in the course of study of several sections; in this case, only one of these subjects shall be on the course of study."

Section VIII

"Section IV shall apply to all schools as from the school year 1965-66."

"The other provisions may be applied, in whole or in part, in any school where the proper authority, after consultation with the academic personnel concerned, has obtained authorization to this end from the Minister, under such conditions as may be determined by him."

APPENDIX G

SUGGESTED OPERATION OF AN EDUCATIONAL WORKSHOP

As an illustration of what this structure might be, let us take, for example, a school accommodating 700 children representing some 350 families. A principal, an assistant-principal and 25 teachers would be responsible for the teaching offered here. The parents (fathers and mothers) of these pupils would be 700 in number.

(a) The workshop as a general assembly

The 727 educators responsible for the children of this school are, officially, members of the general assembly of the workshop and can take an active part in all its meetings.

These educators decide, at the time when the workshop is established, that this assembly will hold study and information sessions, and special sessions every time a decision coming under its jurisdiction needs to be taken. The work will be accomplished in plenary assemblies or in working committees.

(b) The workshop as a directing committee

The artisans decide to create an eleven-member committee to assume the direction of the workshop. Five of its members are chosen from among the members and five from among the teachers, the principal being a member ex officio.

The representation takes into account the fact that the teachers are particularly affected by the decision of the workshop and are in a better position to undertake the laborious work of analysis or research which will make up the major part of the workshop's activity.

The Directing Committee is responsible for:

- Initiating the studies required for the implementation of Regulation 1
- Informing the members of the workshop
- Preparing the word and carrying out the decisions of the general assembly
- Administering the workshop and coordinating its activity with that of the workshops of other schools.

(c) The workshop operating through working committees

When the need makes itself felt, groups of artisans will form working committees

- Within the general assembly for the study of particular problems
- Within the directing committee, or under its authority, for specific studies and for the preparation and realization of any one part of the plan for reform.

The Working Plan

Two tasks devolve upon the artisans of the educational workshop: preparing a project for the implementation of Regulation 1 and carrying this project into effect.

(a) Preparation of the project

One can with difficulty establish an exhaustive list of the elements of such a project and of the various stages in its preparation. The principal steps may, however, be summed up as follows:

- Study of Regulation 1 in its aggregate, and study of its implications
- Selection of those sections of the regulation which are immediately applicable in the school and establishment of a calendar for the implementation of the others
- Consultative meetings with the school board
- Thorough study of each section: principles or bases of educational psychology, conditions governing application, effects on: the organization of the school, relationships with the other schools, teachers' duties, teaching material, educational and financial administration.
- Preparation of an operational plan.

(b) Carrying out the project

The workshop will not cease to exist once its project has been approved by the school board and by the Department of Education. Since no organizational plan which is truly dynamic is absolutely definitive in nature, the workshop will have to make constant readjustments. This dynamic aspect of the project justifies the continuity of the workshop.

APPENDIX H

SECTION V

Resolution of the Local School Commission

~~PROVINCIAL REGULATION NO. 1 OF 1968~~

Name of School Commission

PDSO, Guelph, Ontario, Canada

Complete Address

Whereas, in conformity with the stipulations of Article 8 of Regulation No. 1, there has been consultation with the teaching personnel involved, it is proposed by

the Board of Directors and adopted unanimously (or with dissent) that the

Protectorate of the Evangelical Lutheran Church School Commission requests of the Minister of Education the authority to apply Regulation No.1 according to the disposition as described in the attached project.

I, the undersigned, Secretary-Treasurer of the

Protectorate of the Evangelical Lutheran Church School Commission certify on my oath of office that the present resolution is a true copy of the resolution adopted on the 21 day of the month of May 1968.

APPENDIX I

Protestant School Commissioners of Saguenay Valley

RÉGION
MINISTÈRE DE L'ÉDUCATION
AVRIL 17 1968

ARVIDA, P. Q. April 11, 1968

The Director,
General Directorate of Elementary and Secondary Education,
Department of Education,
Government of Quebec, QUEBEC, P.Q.

Dear Sir,

Our School Commission is hereby requesting permission from the Department of Education to implement Regulation One in our Elementary school to be effective as of September 1968.

Please find enclosed five copies of the document requested to that effect.

We are looking forward to receive your approval in the very near future.

Yours Very Truly,

APPENDIX J

SECTION IV

Participation of the Teaching Personnel and Parents

1. Describe the composition, function, and manner in which the educational workshop participated in the elaboration of the project.

Meetings were held separately with teachers and parents committees. Committees came together and discussed procedures of drawing, according to parents, general outline, equipment needed and other relevant matters pertaining to implementing. Parents committee reported back to parents and teachers committee and reported back to teaching staff.

2. Opinion of the teaching personnel:

Number

24

0

0

- a) In favour of the project
b) Opposed to the project
c) Undecided

3. If the teaching personnel is not in favour of the project, indicate briefly the main objections.

TO FAVOR

4. Are the parents in favour of the project?

A general meeting of the parents was held on April 8, 1970 and it was recommended that regulation be implemented.

a) Nombre de parents directement impliqué: 75

b) Nombre de parents qui ont eu à se prononcer sur le projet: 205

c) Nombre de parents qui ont participé activement à l'élaboration du projet: 22

APPENDIX K

PROJET D'APPLICATION DU REGLEMENT NO 1

Ecole SAGUENAY VALLEY élémentaire secondaire

Adresse 808, rue Joule
Arvida

Directeur Lester T. Semon téléphone 548-8258

Commission scolaire Protestant School Commissioners for Saguenay Valley

Adresse 850, rue Joule, Arvida

Président Dr. J.P. McGeer

Secrétaire Didier Cyr

Personnes qui ont étudié le projet:

Léopold Bergeron
Jean-Louis Dolbec
Bernard Audet

Texte du paragraphe de la lettre du Ministre autorisant en tout ou en partie le projet (1)

Classement par âge des élèves de 6, 7 et 8 ans, regroupement fonctionnel et progression continue.

Date 6 mai 1963.

APPRECIATION DU PROJET DE L'ECOLE DESAGUENAY VALLEY (ARVIDA)Opinion du comité:

Conditions favorables:

- 1.- Les parents et les enseignants connaissent bien le projet
- 2.- Les enseignants ont beaucoup d'expérience dans l'enseignement
- 3.- Les élèves eux-mêmes connaissent déjà l'esprit de la progression continue en lecture depuis deux ans.

Recommandation du comité:

L'étude faite en présence du principal, de deux institutrices et d'une représentante de l'atelier pédagogique, elle-même membre de la Fission régionale R-1, fut très intéressante et prouva au comité que le milieu est conscient du contenu et de la valeur de son projet.

Le comité recommande ce projet.

Réserveés:

Nil

Partie du projet à refuser:

Nil

APPENDIX L

GENERAL OBJECTIVES AND PRINCIPAL CHARACTERISTICS

Grouping of pupils

At the beginning of the school year, pupils will be grouped according to age and then they will be assigned to various levels of a subject group according to individual abilities. A maximum age spread of 2 years would be due to the small enrolment in some age groups.

Reports

The traditional report will be replaced by a new type of report presented at a parent-teacher interview. This interview should help the teacher to understand the child better and should give the parent the opportunity to discuss informally and fully the child's progress and difficulties.

Individual instruction and achievement

Individual progress in terms of a child's ability and development will replace the older concept of comparing the child's achievement with that of a particular grade level. This system will provide all pupils with opportunities to succeed. To do this effectively, recognition of individual differences, abilities, and interests will be most important.

Flexibility of the system

The teachers will be able to gear their program to the individual differences. The speed of a slow learner can be adjusted thereby preventing frustration; the more rapid learner can proceed at his own rate without becoming bored. No child can fail a year.

Language-arts and mathematics

At the beginning continuous progress will be concentrated on the language-arts and mathematics in the first three years of schooling.

Educational workshop

A major part of the activities of this Workshop will be to extend the non-graded system to the upper elementary level. When the plans are more definite, teachers in the upper grades will serve on the Committee.

Report to parents

The Workshop Committee will keep the parents informed about the progress and effectiveness of the system.

The plan prepared by the teaching staff will permit them to coordinate their creative efforts. They will meet regularly to assure that the ideas presented in this report will be carried out most effectively.

Extra resource materials and equipment, additional texts in reading, language-arts, and mathematics will be made available.

APPENDIX M

C- Résolution pour la commission scolaire locale

Notre-Dame du Lac

Nom de la commission scolaire

Notre-Dame du Lac

Adresse complète

Attendu que conformément aux stipulations de l'article 8 du

Règlement No 1, il y a eu consultation du personnel académique en cause,

il est proposé par M^r Jacques Dubé et résolu à l'unanimité

(ou sur division) que la commission scolaire de Notre-Dame du Lac

demande au ministre de l'Éducation l'autorisation

d'appliquer le Règlement No 1 selon les dispositions du projet ci-joint.

Je soussigné, secrétaire-trésorier de la commission scolaire de

Notre-Dame du Lac certifie sous mon serment d'office

que la présente résolution est la vraie copie de la résolution adoptée

le 2 mai 1968. [Signature]

APPENDIX N

SECTION VI (p. 40)

ADHESION AU PROJET

1.- Les maîtres

- en faveur du projet
- contre le projet
- indécis

Nombre

Tous: 19 sur 19

2- Si les maîtres ne se montrent pas tous favorables au projet,
indiquez brièvement les principales divergences.

3- Dans l'ensemble, les parents se sont-ils montrés favorables au
projet?

Oui. Lors de la réunion du 7 mai, le comité de direction
a fait la lecture du projet; le projet contenait l'es-
sence que les comités de travail et de recherche avaient
présenté au comité de direction.

A l'unanimité, on approuve le projet.

- a) Nombre de parents directement impliqués: 82
- b) Nombre de parents qui ont eu à se prononcer sur le projet: 343
- c) Nombre de parents qui ont participé activement à l'élaboration
du projet: 32

APPENDIX O

PROJET D'APPLICATION DU RÈGLEMENT NO 1

Ecole St-Viateur élémentaire secondaire

Adresse Notre-Dame

Cté Témiscouata

Directeur Denis Pellerin téléphone

Commission scolaire Grand-Portage

Adresse Notre-Dame du Lac

Président Jacques Dubé

Secrétaire J. Caron

Personnes qui ont étudié le projet:

Lionel Guilmette

Eugène Dufour

Fidèle Lévesque

Texte du paragraphe de la lettre du Ministre autorisant en tout ou en partie le projet (1).

Après avoir pris connaissance de votre projet d'application du Règlement No 1, nous l'avons jugé conforme à l'esprit du renouveau pédagogique. En conséquence, nous vous autorisons à le remettre en application dans votre école, dès septembre 1968.

Date 24 mai 1968.

APPRECIATION DU PROJET DE L'ECOLE DE ST-VIASTOUROpinion du comité:

Conditions favorables:

- Participation
- Les parents ont participé au niveau des classes.
 - information suffisante
- Contenu
- expérience limitée aux 6 et 7 ans avec un nombre restreint d'élèves.
 - On prévoit les étapes jusqu'à 1972
 - les matières sont divisées par tranches et fiches de travail.
 - les sous-groupes de travail ne seront pas stéréotypés.

Recommandation du comité:

Le comité est favorable à l'application au projet.

Les responsables du projet ont été rencontrés pendant une journée par les membres du bureau régional de Québec le 9 mai.

Réserve:

Nil

Partie du projet à refuser:

Aucune.

APPENDIX P

4. Comment entendez-vous poursuivre l'information auprès des parents? (p. 41)

- a) Nous continuerons la publication de notre journal pédagogique; il contient les rapports des comités de travail, les idées des parents et les expériences des maîtres.
- b) Les parents seront encore invités à se rendre dans les classes pendant le jour.
- c) Par leur participation, les parents seront informés à l'assemblée générale: dialogue - entrevue - contacts humains.

5. Liste des membres du comité de direction ou de l'exécutif: (p. 6)

Professeurs:

Monsieur René Boily-Lieu

Mlle Jocelyne Dionne

Mlle Jeanne Lang

Mlle Thérèse Bouchard

Mme Charles Levoie

Parents:

Monsieur Emile Morin, président

Madame André Gauvin

Madame Lauréal Laplante

Madame Fernand Pédneault

Madame Lise Bourgeois

B29918